



REPORT  
OF  
THE COMMISSION FOR

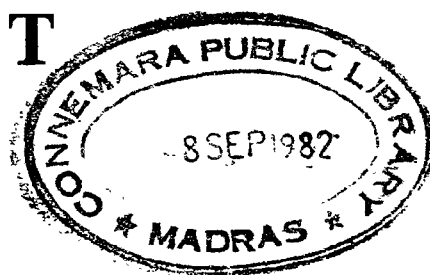
SCHEDULED CASTES  
AND  
SCHEDULED TRIBES

(April 1979—March 1980)

SECOND REPORT

**REPORT**

**OF**



**THE COMMISSION**

**FOR**

**SCHEDULED CASTES**

**AND**

**SCHEDULED TRIBES**

**(APRIL 1979—MARCH 1980)**

**SECOND REPORT**

D.O. No. 13/31/SCTC/80-RU

भारत सरकार



# अनुसूचित जाति तथा अनुसूचित जनजाति आयोग

GOVERNMENT OF INDIA

COMMISSION FOR SCHEDULED CASTES AND SCHEDULED TRIBES

Bhola Paswan Shastri, M.P.,  
Chairman

पांचवी मंजिल, लोकनायक भवन,  
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May 25, 1981

My dear Shri Zail Singh,

As required under para 6 of the Resolution of the Government of India setting up the Commission for Scheduled Castes and Scheduled Tribes, it is my privilege to forward herewith the Second Annual Report of the Commission for the year 1979-80.

With best regards,

Yours sincerely,

*Bhola Paswan Shastri*

(Bhola Paswan Shastri)

Shri Zail Singh,  
Minister of Home Affairs .  
New Delhi.



D.O. No. 4/2/SCTC/82-C. Cell

भारत सरकार

## अनुसूचित जाति तथा अनुसूचित जनजाति आयोग

GOVERNMENT OF INDIA

COMMISSION FOR SCHEDULED CASTES AND SCHEDULED TRIBES

K. Rajamallu, M.P.,  
Chairman

पांचवीं मंजिल, लोकनायक भवन,  
नई दिल्ली-110003  
V, Loknayak Bhawan,  
Delhi-110003.

September 29, 1982



My dear Shri Sethi,

In terms of para 6 of the Resolution setting up the Commission for Scheduled Castes and Scheduled Tribes, this Commission is required to submit to the President a report of the activities annually. It is my privilege to forward herewith the Third Annual Report of the Commission for the year 1980-81. Though the said Report covers the period preceding the term of the Commission headed by me, the views expressed and the recommendations made therein are those of the present Commission.

With kind regards,

Yours sincerely,

Sd/-

(K. Rajamallu)

Shri P. C. Sethi,  
Minister of Home Affairs,  
New Delhi.



# ERRATA



Page No.	Column	Para	Line	For	Read
47	1	4	15-16	Where no such land is available, the possession	Where no such land is available, private land is acquired. The possession
50	1	3	18	employees of the Government of Public Sector Corporation	employees of the Government, Public Sector Corporations
62	2	1	35-36	to primitive groups have been provided free clothing and food	to primitive groups have been provided free clothing and food for the children
62	2	1	40	adults is being	adults are being
74	2	Table row against Sr. No. 3		Gujarat 3 Kathodi, Kot Walia	Gujarat 2 Kathodi, Kotwalia
74	2	Table row against Sr. No. 6	4		
131	2	1	11-12	pre-paying	preparing
132	1	5	3-4	broadcastings	hoardings
148	2	1	4	envoy	envy
168	2	3	5	adoption	adaptation

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16 SEP 1984  
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## CHAPTER I

### ORGANISATIONAL SET UP AND FUNCTIONS OF THE COMMISSION FOR SCHEDULED CASTES AND SCHEDULED TRIBES

The Commission for Scheduled Castes and Scheduled Tribes was established by Government of India vide Ministry of Home Affairs Resolution No. 13013/9/77 SCT(I) dated the 21st July, 1978. The Government had taken the view that even though under Article 338 of the Constitution there is provision for appointment of a Special Officer called Commissioner for Scheduled Castes and Scheduled Tribes who is charged with the duties of investigating all matters relating to the safeguards provided for the Scheduled Castes and Scheduled Tribes in the Constitution, considering the magnitude of the problem "these matters should appropriately be entrusted to a High Level Commission". The Resolution clarified that the functioning of the Commission would not be lessening the authority of the Special Officer.

#### COMPOSITION OF THE COMMISSION

The Resolution provides that the Commission shall consist of the Chairman and not more than four other Members including the Special Officer appointed under Article 338 of the Constitution. Their term will not ordinarily exceed three years. During the year under report the following persons were holding the posts of Chairman and Members of the Commission:

Name	Date of assuming charge	Remarks
1. Shri Bhola Paswan Shastri M. P. (Rajya Sabha), Chairman	15-8-1978	Continued during the year under report
2. Shri Shishir Kumar, ex-M. P., Commissioner for Sch. Castes & Sch. Tribes, Member	15-8-1978	Continued during the year under report
3. Shri A. Jayaraman, ex-M. P., Member	3-8-1978	Expired on 9-6-1980 (Vacant)
4. Shri T. S. Negi, IAS (Retd.) MLA & Speaker, Himachal Pradesh Vidhan Sabha, Member.	1-8-1978	Continued during the year under report
5. Shri S. K. Mallick, ICS (Retd.) Member	7-8-1978	Continued during the year under report.

The Chairman, Shri Bhola Paswan Shastri, and two Members, Shri T.S. Negi and Shri S.K. Mallick demitted office after the completion of their term in August, 1981. Shri K. Rajamallu, M.P. (Lok Sabha), took over as Chairman of the Commission on 17-8-1981. Shri Hokeshe Sema, a former Chief Minister of Nagaland and a Member in the High Power Panel on Minorities, Scheduled Castes, Scheduled Tribes and other Weaker Sections took over as a Member in the Commission on 24-8-1981. Shri Shishir Kumar, Commissioner for Scheduled Castes and Scheduled Tribes, who demitted office of the Commissioner on 23-11-1981, relinquished charge of Member in this Commission on the same date.

#### FUNCTIONS OF THE COMMISSION

It is stated in the Resolution that the functions of the Commission will broadly correspond with the functions of the Special Officer appointed under Article 338 of the Constitution. These functions are as under:

- (i) To investigate all matters relating to safeguards provided for Scheduled Castes and Scheduled Tribes in the Constitution. This would, *inter alia*, include a review of the manner in which reservations stipulated in public services for Scheduled Castes and Scheduled Tribes, are, in practice, implemented.
- (ii) To study the implementation of Protection of Civil Rights Act, 1955, with particular reference to the object of removal of untouchability and invidious discrimination arising therefrom within a period of five years.
- (iii) To ascertain the socio-economic and other relevant circumstances accounting for the commission of offences against persons belonging to Scheduled Castes or Scheduled Tribes with a view to ensuring the removal of impediments in the laws in force and to recommend appropriate remedial measures including measures to ensure prompt investigation of the offences.
- (iv) To enquire into individual complaints regarding denial of any safeguards provided to any person claiming to belong to Scheduled Caste or Scheduled Tribe.

According to the Resolution, the Commission will devise its own procedure for the discharge of its functions. All the Ministries and Departments of the Government of India are required to furnish such information and documents and provide such assistance as may be required by the Commission from time to time. The State Governments and Union Territory Administrations were requested to extend to the Commission their fullest cooperation. Under the Resolution, the Commission is required to submit an Annual Report to the President detailing its activities and recommendations, and any other such reports which the Commission may want to submit to the Government at any time on matters within their scope of work. The annual report together with memorandum outlining the action taken on the recommendations and explaining the reasons for non-acceptance of the recommendations, if any, in so far as it relates to the Central Government are required to be laid before each House of the Parliament.

One of the important functions of the Commission is to make enquiries into the cases of atrocities. This work is being done through the Commission's field offices as well as in the Headquarters by specially appointed staff for this work—a D. I. G. and two Superintendents of Police with supporting staff. In addition to this, the Commission also oversees the progress made in regard to removal of the practice of untouchability as well as the implementation of the provisions of the Protection of Civil Rights Act, 1955. From the beginning, however, the Commission felt that unless the Government of India vested in the Commission adequate authority and powers of a Commission of Enquiry under the Commission of Enquiries Act, 1952, as amended from time to time, for the purpose of holding investigation, they could not summon witnesses or call for documents. The matter was referred to the Ministry of Home Affairs, who vide their letter No. BC-13015/32/79-SC&BCD(I) dated 25th August, 1981 have informed this Commission that the question of giving such powers to the Commission could be considered in specific cases of great importance and that such specific instances may be brought to the Government's notice.

#### *Non-involvement of the Commission Headquarters in the Planning Process*

From the beginning, the Commission wished to play an active role in the process of planning for an development of Scheduled Castes and Scheduled Tribes. They made recommendations to the Government and the Planning Commission on the vital issues related to socio-economic development of Scheduled Castes and Scheduled Tribes. They considered Action Plan on Eradication of Untouchability and made recommendations to the Government to eradicate this evil. The Commission also made recommendations on the reorganisation of the police set up to check atrocities, and have also recommended scale of

relief to Scheduled Caste and Scheduled Tribe victims of atrocities. The recommendations so made have already appeared in the Commission's First and Second Annual Reports.

One of the important functions this Commission have is to keep on assessing the socio economic conditions of Scheduled Castes and Scheduled Tribes. The Commission attach fundamental importance to giving an energetic and strategic thrust to socio economic developmental programmes for these two sections. In their view, unless the Scheduled Castes and Scheduled Tribes are made economically independent and self reliant, they would not be able to stand on their feet and shake themselves off the shackles of poverty which have so far tied them down to subsistence, or even below subsistence levels and have had a deep impact on their social degradation. This Commission are of the view that the raising of the economic status of the Scheduled Castes and of making them economically self-reliant is a fundamental pre-requisite for the eradication of the social inequalities and humiliations from which the Scheduled Castes suffer.

With a view to make up for the backwardness from which they suffer vis-a-vis the other communities, it would be necessary to lay down, as a matter of policy, that the allocation of funds to be made to them should be more than proportionate to their population, so as to make up for the backlog.

The Commission desire that the developmental programmes drawn up for Scheduled Castes and Scheduled Tribes under different sectors should be action-oriented clearly spelling out financial and physical targets of the plans of State Governments and the Union Territories. There should be proper monitoring at the various levels and for this purpose there should be proper monitoring cells at the Central, State and field levels headed by Senior Officers. This Commission desire that they should be associated with these bodies.

The functions provided for this Commission in the Resolution do not provide for the full involvement of the Commission in the planning process for the socio economic development of Scheduled Castes and Scheduled Tribes and in monitoring and evaluation of progress and implementation thereon, nor do they provide for the consultation with the Commission by the Union and the State Governments on major policy matters affecting the Scheduled Castes and Scheduled Tribes. The Commission, therefore, reiterate that they should have the authority providing for:

- (i) participation of the Commission in the planning process for socio-economic development of the Scheduled Castes and Scheduled Tribes and monitoring and evaluation of progress and implementation thereof, both in respect of the Union and of the States;



- (ii) consultation with the Commission by the Union and the State Governments on major policy matters affecting the Scheduled Castes and Scheduled Tribes.

#### *Representations relating to services*

An important function of the Commission is to look into the working of the Constitutional safeguards for Scheduled Castes and Scheduled Tribes in regard to services under Government of India and their public undertakings. The Commission make an annual review of the problem which is included in the Annual Report. Apart from this the Commission receive a large number of representations relating to Service matters from the Scheduled Castes and Scheduled Tribes employees which are examined in depth and sent to the employing Ministry, Department or Public Undertaking for getting the representationists' grievances redressed.

#### *Giving powers to the Commission to call for files and records in respect of Scheduled Caste and Scheduled Tribe employees in public services and powers to receive representations relating to service matters from Scheduled Caste and Scheduled Tribe employees in public service*

Even though in the Resolution constituting the Commission it has been stated that all the Ministries and Departments of the Government of India will furnish such information and documents and provide such assistance as may be required by the Commission from time to time, in practice, the Commission finds it difficult to call the relevant personal records and documents in service matters from the different Ministries. The Department of Personnel in the Ministry of Home Affairs vide O.M. No. 8/2/69-SCT(I) dated 1-10-1974 and O.M. No. 17016/1/76-SCT.I, dated 8-4-76 have given to the Commissioner for Scheduled Castes and Scheduled Tribes the following powers :

- (a) Files relating to the appointment of candidates belonging to the Scheduled Castes and Scheduled Tribes against the reserved quota should, on demand, be made available to the Commissioner for Scheduled Castes and Scheduled Tribes ;
- (b) In all other cases, comprehensive notes explaining the position may be furnished to the Commissioner ;
- (c) Should the Commissioner have any reservations or doubts in regard to the explanations given, the matter may be referred to the Home Secretary, who will go through the original records and answer the queries by the Commissioner ; where possible he will also send the record with the reply ; and
- (d) Scheduled Caste and Scheduled Tribe Government employees may be permitted to write to the Commissioner for Scheduled Castes and Scheduled Tribes

direct on matters relating to appointments against the reserved quota. It is not necessary for the Scheduled Caste and Scheduled Tribe Government employees to seek prior permission of the concerned administrative Ministry/Department for sending his representation to the Commissioner for Scheduled Castes and Scheduled Tribes.

The Commission took up the matter relating to conferring similar powers upon this Commission with the Ministry of Home Affairs on November, 28th, 1981. A reply from them is still awaited.

#### *Representations other than those related to Services*

A large number of representations received from the Scheduled Castes and Scheduled Tribes in the Commission relate to their grievances relating to land, difficulties in getting loans from banks, delay in payment of scholarship, inclusion of communities in the list of Scheduled Castes and Scheduled Tribes, complaints of various kinds of harassment, and for assistance in getting licences and permits and for securing admissions in schools. Such representations are examined in the Commission, sent to the authorities concerned and follow up action is continued until the grievance is settled or a final replay is received by the Commission.

### TOURS OF THE COMMISSION

The Commission's Chairman and Members jointly or individually undertake tours in various States and make a study of the problems related to development of Scheduled Castes and Scheduled Tribes. Their findings are communicated to the respective State Governments for follow-up action.

#### *Functions of the Field Organisation*

The field offices of the Commission are required to perform the following functions :

1. To conduct on-the-spot and urgent investigation into the serious cases of atrocities on the Scheduled Castes and Scheduled Tribes at the instance of the Headquarters office and on their own ;
2. To enquire into representations and complaints regarding service matters ;
3. To maintain effective liaison with the State Governments/Union Territory Administrations on behalf of the Commission ;
4. To serve on the State Level Advisory Councils/Committees/Boards for the Welfare of the Scheduled Castes and Scheduled Tribes, Boards of the Tribal Research Institutes, the Pre-examination Training Centres, the Scheduled Castes/Scheduled Tribes Development/Finance /Housing Corporations, etc. ;

5. To conduct research studies and sample surveys;
6. To report to the Headquarters office about the important developments and social movements affecting the Scheduled Castes and Scheduled Tribes;
7. To enquire into miscellaneous representations and complaints relating to safeguards other than service matters.

The field organisations of the Commission is available to the Ministry of Home Affairs for the following work :

- (i) Specific surveys/studies required by Government.
- (ii) Supply of relevant statistics from time to time.
- (iii) Information regarding proper utilisation of grant-in-aid and other types of help given to non-official/Social Organisations; and
- (iv) Any other matter/information/enquiry in the field needed by Government.

The Directors for Scheduled Castes and Scheduled Tribes are also designated as ex-officio Deputy Commissioners for Scheduled Castes and Scheduled Tribes. In that capacity they perform certain functions as assigned by the Commissioner for Scheduled Castes and Scheduled Tribes from time to time. The Directors/Deputy Directors of the Commission in the field keep liaison with the State authorities for making accommodation and transport arrangements for the members of the Parliamentary committee for Scheduled Castes and Scheduled Tribes and assist the Committee/Study Group visiting different areas of the States/Union Territories under their respective jurisdiction.

#### *Nomination of Directors/Deputy Directors on the Boards of Directors in the Scheduled Castes and Scheduled Tribes Finance Development Corporations*

With the increasing participation of Government of India in the economic support programmes meant for the Scheduled Castes and Scheduled Tribes through the Scheduled Castes and Scheduled Tribes Finance Development Corporations, the Commission felt that the Directors/Deputy Directors of Scheduled Castes and Scheduled Tribes posted in the States under the administrative control of the Commission would be able to play a vital role if they are associated as members on the Boards of Directors of these Corporations. The matter was, therefore, referred to the Ministry of Home Affairs in August, 1980. The Ministry, however, opined that the nomination of Government of India

Directors to the Boards was being guided by two factors : Firstly, the relevance, in a functional sense, of the official position held by the officers, thus the officers were drawn upon from the Ministry of Agriculture, Ministry of Rural Reconstruction, Ministry of Industrial Development etc., and that the Ministry were not confirming the nominations to the Ministry of Home Affairs. Secondly, wherever the officers have got a particular sympathy for the development of Scheduled Castes and background of development work in the area, the Ministry tried to put these individual officers on the Board, so that their experience can be brought to bear with advantage.

The Ministry, however, agreed that it would be useful to have the Directors of the Commission associated with the Scheduled Castes Development Corporations in the State. The Ministry have further stated that they are requesting the State Governments to invite these officers of the Commission as special invitees to the meetings of the Boards. The Commission have considered this arrangement satisfactory.

#### *Organisational set up of the Commission*

In the Headquarters the Commission have the sanctioned strength of 107 staff members of which 25 are gazetted officers, 49 non-gazetted and 33 group-D employees. In addition to the Secretary and Joint Secretary in the Commission there is a DIG of Police and two Superintendents of Police to handle the cases of atrocities and representations relating to cases of untouchability falling under the PCR Act, 1955. There is a Director for Research who is incharge of research and field studies on the problems relating to Scheduled Castes and Scheduled Tribes. There are also two Deputy Directors to deal with the service matters and developmental schemes and subjects related to development of Scheduled Castes and Scheduled Tribes. The Under Secretary is incharge of the Administration Wing in the Headquarters.

While setting up this Commission the intension of the Government was to finally merge the office of the Commissioner for Scheduled Castes and Scheduled Tribes with the Commission. However, the constitutional amendment giving constitutional status to this Commission has not been made so far. The Commission, therefore, do not have their full strength as was visualised.

#### *Field Organisation*

Even though this Commission had suggested that there should be 23 field offices, the Government of India finally agreed to only 17 offices—12 field offices each to be headed by a Director and 5 offices each to be headed by a Deputy Director. The location of the field offices under

the Commission along with their jurisdiction is as given below :

Sl. No.	Head of Office	Jurisdiction	Headquarters
1	2	3	4
1.	Director	Gujarat, Dadra & Nagar Haveli	Ahmedabad
2.	Director	Karnataka	Bangalore
3.	Director	Madhya Pradesh	Bhopal
4.	Director	Orissa	Bhubaneswar
5.	Director	West Bengal, Sikkim, Andaman & Nicobar Islands	Calcutta
6.	Director	Andhra Pradesh	Hyderabad
7.	Director	Rajasthan	Jaipur
8.	Director	Uttar Pradesh	Lucknow
9.	Director	Tamil Nadu, Pondicherry	Madras

1	2	3	4
10.	Director	Maharashtra, Goa, Daman & Diu	Pune
11.	Director	Meghalaya, Nagaland, Manipur, Mizoram, Arunachal Pradesh	Shillong
12.	Director	Bihar	Patna
13.	Deputy Director	Tripura	Agartala
14.	Deputy Director	Punjab, Haryana and Chandigarh Administration	Chandigarh
15.	Deputy Director	Assam	Gauhati
16.	Deputy Director	Himachal Pradesh, Jammu & Kashmir	Simla
17.	Deputy Director	Kerala, Lakshadweep	Trivandrum

Of the above field offices the offices at Pune, Agartala and Gauhati were opened during 1981 and office in Calcutta in January 1982. The total sanctioned strength of staff in the field offices is 214. Of these 35 are gazetted, 121 non-gazetted and 58 group-D employees.

## CHAPTER II

### CONSTITUTIONAL SAFEGUARDS FOR THE SCHEDULED CASTES AND SCHEDULED TRIBES

The Constitution of India provides for a number of safeguards for promoting and safeguarding the interests of the Scheduled Castes and Scheduled Tribes. These safeguards have been provided with a view to facilitate the implementation of the Directive Principle contained in Article 46 of the Constitution which States that :

“The State shall promote with special care the educational and economic interests of the weaker sections of the people, and, in particular, of the Scheduled Castes and the Scheduled Tribes, and shall protect them from social injustice and all forms of exploitation”.

The relevant articles from the Constitution are reproduced below :—

- |            |   |               |   |
|------------|---|---------------|---|
| Article 15 | — Prohibition of discrimination on grounds of religion, race, caste, sex or place of birth, but special provision for Scheduled Castes/Scheduled Tribes.  | Article 38    | — State to secure a social order for the promotion of welfare of the people.  |
| Article 16 | — Equality of opportunity in matters of public employment, but special provision for Scheduled Castes/Scheduled Tribes.                                   | Article 46    | — Promotion of educational and economic interests of Scheduled Castes, Scheduled Tribes and other Weaker Sections.  |
| Article 17 | — Abolition of untouchability.  | Article 164   | — Other provisions as to Ministers—Appointment of Minister-in-charge of tribal welfare in Bihar, Madhya Pradesh and Orissa.   |
| Article 18 | — Protection of certain rights regarding freedom of speech etc.—special provision for Scheduled Tribes.   | Article 244   | — Administration of Scheduled Areas and Tribal areas.   |
| Article 23 | — Prohibition of traffic in human beings and forced labour relevant to instances of bonded labour among Scheduled Castes and Scheduled Tribes.            | Article 244-A | — Formation of an autonomous State comprising certain tribal areas in Assam and creation of local Legislature or Council of Ministers or both therefor—   |
| Article 25 | — Freedom of conscience and free profession, practice and propagation of religion—Entry into temples, Hindu religious institutions of a public character. | Article 275   | — Grants from the Union to certain States. Grants for Welfare of Scheduled Tribes and for raising the level of administration of Scheduled Areas—special provision for Tribal Areas of Assam.   |
| Article 29 | — Protection of interests of minorities—religion, race, caste, language—no bar to admission in educational institutions.                                  | Article 320-A | — Functions of Public Service Commissions—Consultation with Public Service Commission not necessary as regards the manner of giving effect to safeguards for Scheduled Castes/Scheduled Tribes as referred to the clause (4) of article 16. |
| Article 35 | — Legislation to give effect to the provisions relating to Fundamental Rights.  | Article 330   | — Reservation of seats for Scheduled Castes and Scheduled Tribes in the House of the People.  |
|            |   | Article 332   | — Reservation of seats for Scheduled Castes and Scheduled Tribes in the Legislative Assemblies of the States.   |
|            |   | Article 334   | — Reservation of seats and special representation to cease after thirty years.  |
|            |   | Article 335   | — Claims of Scheduled Castes and Scheduled Tribes to services and posts.  |



- Article 338 — Special officer for Scheduled Castes, Scheduled Tribes etc.
- Article 339 — Control of the Union over the Administration of Scheduled Areas and the Welfare of Scheduled Tribes.
- Article 340 — Appointment of a Commission to investigate the conditions of backward classes.
- Article 341 — Scheduled Castes—Lists of
- Article 342 — Scheduled Tribes—Lists of
- Articles 371A — Special provisions with respect  
371B to the States of Nagaland,  
and 371C Assam and Manipur.

The working of some of the Constitutional safeguards provided for the Scheduled Castes and Scheduled Tribes like the Protection of Civil Rights Act, 1955, the representation of and reservation for the Scheduled castes and Scheduled Tribes as provided in the various services and posts under the Central and State Governments, and educational development of Scheduled Castes and Scheduled Tribes, have been dealt with, in detail in respective Chapters. However, the working of some of the main Constitutional safeguards is discussed in the following paragraphs.

#### *Lists of Scheduled Castes and Scheduled Tribes*

Article 341 of the Constitution provides that the President may, with respect to any State or Union Territory, after consultation with the Governor, specify the castes, races or tribes or parts of or groups within castes, races or tribes which shall for the purposes of the Constitution be deemed to be Scheduled Castes in relation to that State or Union Territory. Article 342 makes similar provision for the Scheduled Tribes.

In pursuance of the above provisions, the President for the first time after the promulgation of the Constitution, made two Orders in 1950 in relation to the then Part 'A' and Part 'B' States, called (i) the Constitution (Scheduled Castes) Orders, 1950 and (ii) the Constitution (Scheduled Tribes) Order 1950. These Orders *inter alia* specified various Castes and Tribes as Scheduled Castes and Scheduled Tribes in relation to respective States and Union Territories. In 1951, the President made similar orders for Part 'C' States. After the creation of the State of Andhra Pradesh under the Andhra State Act, 1953, and the creation of a new State of Himachal Pradesh under the Himachal Pradesh and Bilaspur (new State) Act, 1954, these Orders were again revised by a law of Parliament. On the reorganisation of States by the States Re-organisation Act, 1956 and on enactment of Bihar and West Bengal (Transfer of Territories) Act, 1956, the orders were further modified by the Scheduled Castes and Scheduled Tribes Lists (Modification) Order, 1956. On creation

of the new States of Maharashtra and Gujarat by the Bombay Reorganisation Act, 1960 these orders were again revised. Thereafter separate orders were also made at appropriate times in respect of Jammu & Kashmir (1956), Andaman & Nicobar Islands (1959), Dadra & Nagar Haveli (1962), Pondicherry (1964), Uttar Pradesh (1967), Goa, Daman & Diu (1968), Nagaland (1970) and Sikkim (1978).

Since the lists of Scheduled Castes and Scheduled Tribes appearing in various orders were not fully rational and contained anomalies, they invited criticism. The Government of India, therefore, appointed an Advisory Committee for revision of Scheduled Castes and Scheduled Tribes lists in 1965 under the Chairmanship of Shri B. N. Lokur, the then Secretary in the Ministry of Law. The Committee submitted its report in August, 1965. The Government of India submitted the Scheduled Castes & Scheduled Tribes Orders (Amendment) Bill, 1967 in the Fourth Lok Sabha which was referred to a joint Committee of both Houses of Parliament. The Bill provided for inclusion in, and the exclusion from, the lists of Scheduled Castes and Scheduled Tribes, of certain castes and tribes, for the re-adjustment of representation, and re-delimitation of Parliamentary and Assembly constituencies in so far as such re-adjustment and re-delimitation were necessitated by such inclusion or exclusion. The joint Committee submitted their report in November, 1969. With the dissolution of the Fourth Lok Sabha the Bill lapsed.

#### *The Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 1976.*

A Bill called 'the Scheduled Castes and Scheduled Tribes Orders (Amendment) Bill, 1976,' providing for the removal of area restrictions except in cases where it was considered necessary and for re-adjustment of representation of Parliamentary and Assembly constituencies was introduced in the Fifth Lok Sabha. The Lok Sabha passed the Bill in September, 1976 and the President gave his assent thereon on 18th September, 1976. The Act, thus came into force with effect from the 27th July, 1977. The existing lists of the Scheduled Castes and Scheduled Tribes were kept untouched and no new caste or tribe was included or deleted.

#### *The Scheduled Castes & Scheduled Tribes Orders (Amendment) Bill, 1978*

After the removal of area restrictions, as provided under the Scheduled Castes & Scheduled Tribes Orders (Amendment) Act, 1976, the Mochi Community in Gujarat which had earlier been specified as a Scheduled Caste only in the Dangs district and Umbargaon taluka of the Bulsar district was listed as a Scheduled Caste in whole of the Gujarat State. The Government of Gujarat represented to the Government of India that Mochi community has never suffered from any social disability arising out of the practice of untouchability

in Gujarat State except in the specified areas mentioned above. The State Government had also indicated that members of Mochi community residing in other parts of the State, excepting in areas specified earlier, who are comparatively more advanced are likely to get the benefits which should, as matter of fact, go to the members of this community residing in Dangs district and Umbargaon taluka. The Bill, therefore, sought to restore the position in respect of Mochi community in the list of Scheduled Caste of Gujarat State which existed prior to the enforcement of the Scheduled Castes & Scheduled Tribes Orders (Amendment) Act, 1976 i.e. prior to the removal of area restrictions. In addition, it was also proposed to correct certain mistakes of spelling and punctuation which were noticed in the Scheduled Castes & Scheduled Tribes Orders (Amendment) Act, 1976.

The question of drawing up of comprehensive lists of Scheduled Castes & Scheduled Tribes was referred to a Joint Select Committee of both Houses of Parliament to examine the lists contained in the Constitution (Scheduled Castes) Order, 1950 and the Constitution (Scheduled Tribes) Order, 1950 and to suggest amendments therein. The Committee had to make a report to the Parliament by the last day of the 1979 Budget session but prior to that it ceased to exist with the dissolution of the Sixth Lok Sabha and thus the Scheduled Castes & Scheduled Tribes Orders (Amendment) Bill, 1978 also lapsed.

*Suggestions regarding removal of area restrictions, exclusion from and inclusion in the Scheduled Castes and Scheduled Tribes lists of certain Scheduled Castes and Scheduled Tribes*

According to the information made available to the Commission by various State Governments and Union Territory Administrations, it appears that only the Government of Gujarat had proposed to the Government of India in October, 1977, the restoration of the position of the 'MOCHI' community in the list of the Scheduled Castes of Gujarat State which obtained prior to the enforcement of the Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 1976 that is the

'Mochi' community be recognised as a Scheduled Caste only in the Dangs district and Umbargaon taluka of the Bulsar District and not in the entire State.

The State Government of Uttar Pradesh is not in favour of making any addition to the existing list of the Scheduled Castes in their State. However, they proposed to the Government of India that for 'Jaunsari' a Scheduled Tribe, the following tribes of Pargana Jaunsar-Bhabhar in District Dehra Dun, Pargana Rawain in District Uttar Kashi and Pargana Jaunpur in District Tehri Garhwal be substituted:

"Bajgi, Auji, Diad, Chanao, Beda, Darzi, Darji, Dhake, Burkeya, Juri, Nai, Jhumaria, Barhal, Mistri, Ode, Chamar, Chura, Dhalaya, Badi, Dom, Doome, Jogi, Jogra, Nath, Julaha, Varav, Koli, Sunar, Tamota".

In Himachal Pradesh, the 'Gaddi' and 'Gujjar' tribes are listed as Scheduled Tribes throughout the State except the territories specified in subsection (1) of section 5 of the Punjab Reorganisation Act, 1966 (31 of 1966). In addition, 'Gaddi' tribe is also listed as a Scheduled Tribe in Lahaul and Spiti district in Himachal Pradesh. The Himachal Pradesh Government have intimated that they have since approached the Government of India to remove the areas restrictions on the Gaddis and Gujjars. This Commission recommend that the Government of India may, as soon as possible, bring forward a suitable legislation for revision of the Scheduled Castes and Scheduled Tribes lists to remove the existing anomalies.

## SCHEDULED AND TRIBAL AREAS

### *Scheduled Areas*

Under the provisions of the Fifth Schedule to the Constitution, the President of India declared Scheduled areas, in eight States viz. Andhra Pradesh, Bihar, Gujarat, Himachal Pradesh, Madhya Pradesh, Maharashtra, Orissa and Rajasthan. Information regarding the extent of the Scheduled areas, total population and the population of Scheduled Tribes therein is given below:

Sl. No.	State	Whole State				Scheduled Area			
		Area (in sq. km.) of State	Population of State (in lakh)	Sch. Tribe Population in State	% of ST population to total population	Area (in sq. km.)	Total population of Sch. Area (in lakh)	ST Population in Sch. Area	% of ST Population to total population
1	2	3	4	5	6	7	8	9	10
1.	Andhra Pradesh . . . . .	276754	435.03	16.58	3.81	29683	15.02	7.52	50.07
2.	Bihar . . . . .	173876	563.53	49.33	8.75	43604	74.93	37.86	50.50
3.	Gujarat . . . . .	195984	266.97	37.34	13.98	23947	38.96	26.82	68.83
4.	Himachal Pradesh . . . . .	55673	34.60	1.42	4.09	23954	1.14	0.84	73.90
5.	Madhya Pradesh . . . . .	442841	416.54	33.87	20.13	160627	104.85	62.76	59.86
6.	Maharashtra . . . . .	307762	504.12	29.54	5.86	24291	17.31	10.75	62.12
7.	Orissa . . . . .	155842	219.45	50.72	23.11	69407	62.23	34.71	56.60
8.	Rajasthan . . . . .	342214	257.66	31.26	12.30	9976	12.17	8.04	66.08
		1950946	2697.70	250.06	2699.27	364557	510.00	181.23	58.46

The Fifth Schedule to the Constitution amended by Parliament by passing the Fifth Schedule to the Constitution (Amendment) Act, 1976, assented to by the President on 7th September, 1976 gives the President additional powers to:

- (i) increase the area of any Scheduled Area in a State after consultation with the Governor of that State; and
- (ii) rescind, in relation to any State or States, any order or orders made under this paragraph, and in consultation with the Governor of the State concerned, make fresh orders redefining the areas which are to be Scheduled Areas.

Under the Fifth Schedule the Governor is empowered to (a) prohibit the application of any Central or State law, or direct its modification in its application, to these areas, and (b) may make regulations for the peace and good Government of these areas. Such regulations, *inter-alia* may (i) prohibit or restrict the transfer of land by or among members of the Scheduled Tribes in such areas; (ii) regulate the allotment of land to members of the Scheduled Tribes in such area; and (iii) regulate the carrying on of business as money lender by persons who lend money to members of Scheduled Tribes in such area. The other important provisions in the Fifth Schedule relate to (1) submission of annual reports by the Governors to the President on the administration of Scheduled Areas and (2) Constitution of Tribes Advisory Councils.

Regulations promulgated by the State Governments regarding land so far have covered largely the alienation part and ignored other aspects. In some of the Scheduled Areas in the States of Bihar, Madhya Pradesh and Andhra Pradesh, the land has not been surveyed and settled. The Commission, therefore, recommend that preparation of land records where they are not existent and updating them where they exist, need to be attended to on priority basis. The activity of money-lenders need to be kept in check through vigil, system of licensing, fixation of ceiling on interest rates and scrutiny of agreements and accounts as well as through prevention of malpractices. The Governor's reports on the administration of Scheduled Areas are very important reports but these are not submitted regularly and timely by many States. These reports often do not give a comprehensive account of the working of the various protective laws and whether there are any bottle-necks in the application of these laws which prevent full protection to the tribal people as intended. Similarly, there is a brief account of the developmental schemes in the Scheduled Areas undertaken year after year, but there is no assessment as to the effect of these programmes in raising the quality of life of the Scheduled Tribes. The Commission, therefore, recommend that the Governors may make their

own independent assessment of the improvement in the socio-economic conditions of the Scheduled Tribes which they may incorporate in their reports.

**Tribes Advisory Council :** It is provided in the Fifth Schedule that there shall be established in each State having Scheduled areas therein and if President so directs, also in any State having Scheduled Tribes but not Scheduled areas therein, a Tribes Advisory Council consisting of not more than twenty members of whom, as nearly as may be, three-fourths shall be the representatives of the Scheduled Tribes in the Legislative Assembly of the State. It shall be the duty of the Tribes Advisory Council to advise on such matters pertaining to the welfare of the Scheduled Tribes as may be referred to them by the Governor. The information regarding membership and number of meetings held by the Tribes Advisory Council during the years 1978-79 and 1979-80 is given in the following table :

Name of the Tribes Advisory Council	Tribes Advisory Council Members			No. of meetings held in the last 2 years (1978- 79 and 1979- 80)
	Tribal	Non- Tribal	Total	
Himachal Pradesh TAC	12	5	17	3
West Bengal TAC	17	3	20	3
Maharashtra TAC	15	5	20	2
Tamil Nadu TAC	15	5	20	5
Rajasthan TAC	14	4	18	4
Orissa TAC	18	2	20	N.A.
Andhra Pradesh TAC	15	5	20	4
Bihar TAC	15	5	20	2
Gujarat TAC	18	2	20	2
Madhya Pradesh TAC	15	5	20	2

It is generally observed that the Tribes Advisory Councils do not meet regularly in a number of cases and their deliberations seldom affect the policy decisions of the Government in regard to Scheduled Areas. The Commission recommend that the Tribes Advisory Councils in the respective States may meet atleast thrice a year and the action taken by the Government on their recommendations reported in the Governor's Reports on the Scheduled Areas.

### Tribal Areas

The Sixth Schedule to the Constitution deals with the Administration of Tribal Areas in the States of Assam and Meghalaya and in the Union Territory of Mizoram. The Tribal Areas are:

#### Assam

1. The North Cachar Hills District.
2. The Mikir Hills District.

#### Meghalaya

1. United Khasi and Jaintia Hills District.
2. The Garo Hills District.

### Mizoram

1. The Chakma District.
2. The Lakhar District.
3. The Pawi District.

Information regarding the extent of Tribal Areas, total population and the population of Scheduled Tribes therein is given below :

Sl. No.	State/U.T.	Whole State							
		Area (in sq. kms) of State	Total population of State (in lakh)	ST population of State (in lakh)	% of ST to total Population	Area (in sq. kms)	Total population of Tribal Area	ST population of Tribal Area	% of ST to total population
1.	Assam*	78253	146.25	16.07	10.99	15222	4.56	2.63	57.68
2.	Meghalaya	22489	10.12	8.14	80.43	22489	10.12	8.14	80.43
3.	Mizoram	21087	3.32	3.13	94.28	21087	3.32	3.13	94.28
		121829	159.69	27.34	17.12	58798	18.00	13.90	77.22

The Sixth Schedule *inter-alia* provides that:

1. There shall be a District Council for each autonomous district consisting of not more than thirty members of whom not more than four persons shall be nominated by the Governor and the rest shall be elected on the basis of adult suffrage.
2. There shall be a separate Regional Council for each area constituted as an autonomous region.
3. The regional Councils and the District Councils have been vested with powers to make laws with respect to :
  - (a) The allotment, occupation or use, or the setting apart of land, other than any land which is reserved forest, for the purposes of agriculture or grazing or for residential or other non-agricultural purposes;
  - (b) The management of any forest not being a reserved forest;
  - (c) The use of any canal or water-course for the purpose of agriculture;
  - (d) The regulation of the practice of jhum or other forms of shifting cultivation; and
  - (e) The establishment of village or town committees/councils and their powers.

In addition, these councils have been vested with powers for the good administration of these areas such as regulating money-lending and trading. They are even authorised to collect certain taxes such as on profession, vehicles and entry of goods. The District councils may establish, construct or manage primary schools, dispensaries, markets, cattle ponds in the district and make regulations for the control thereof.

#### Committees of Legislative Assemblies of Assam and Manipur and special provision for Nagaland

There is a special provision in the Constitution with respect to Assam [Article 371(b)] and Manipur [Article 371(c)] for constituting a committee, of the Legislative Assembly for the State consisting of members elected from the tribal areas in Assam and Hill areas of Manipur. The President is empowered to issue orders for the constitution and functioning of these committees. There is a special provision in the Constitution with respect to Nagaland (Article 371A) according to which no Act of Parliament in respect of religious or social practices of the Nagas, Naga Customary Law and Procedure, administration of civil and criminal justice involving decisions according to Naga Customary Law and ownership and transfer of land and its resources, shall apply to the State of Nagaland unless the State Legislative Assembly by a resolution so decides.

\*Comprising North Cachar Hills District and Mikir Hills District.



*Representation of Scheduled Castes and Scheduled Tribes in Parliament and State Legislatures under Articles 330, 332 and 334*

Articles 330, 332 and 334 of the Constitution provides special reservation in Lok Sabha and State Vidhan Sabhas for the Scheduled Castes and Scheduled Tribes. According to the provisions of Articles 334 of the Constitution, the reservation of seats for the Scheduled Castes and the Scheduled Tribes in the Lok Sabha and the State Vidhan Sabhas expired on the 25th January, 1980. Consequently to extend the provision of the Article, the Constitution (Forty-Fifth Amendment) Bill, 1980 for extension of the period of reservation of seats for Scheduled Castes and Scheduled Tribes in the Lok Sabha and the Vidhan Sabhas for a further period of ten years was passed by the Parliament in January, 1980. As mentioned in the Report for the year 1978-79, the Commission still hold the view that even after more than 32 years, the Scheduled Castes and the Scheduled Tribes have not, so far, come up to the desired level. The Commission, therefore, reiterate their recommendation made in their First Report that Article 334 of the Constitution be amended on the following lines :

“After the expiration of 30 years from the commencement of the Constitution, the reservation of seats for the Scheduled Castes and the Scheduled Tribes in the House of the People and in the Legislative Assemblies of the States shall continue, subject to review every ten years”.

According to the provision a total number of 79 and 40 seats for Scheduled Castes and Scheduled Tribes respectively in Lok Sabha and 541

and 249 seats in State Vidha Sabhas for Scheduled Castes and Scheduled Tribes respectively have been reserved.

*Representation of Scheduled Castes and Scheduled Tribes in Lok Sabha and State Legislatures*

As provided under Article 330 of the Constitution, in the seventh Lok Sabha, the elections to which were held in January, 1980, 79 and 40 Parliamentary Constituencies were reserved for Scheduled Castes and Scheduled Tribes respectively, out of a total number of 542 seats. According to the information received from various State Governments, two members belonging to Scheduled Castes (one each from the States of Kerala and Orissa) were elected to Lok Sabha from the General Constituencies in the General Election held in January, 1980. The number of Scheduled Caste members in Lok Sabha, thereby came to 81.

*Representation of Scheduled Castes and Scheduled Tribes in Vidhan Sabhas*

According to the provision under Article 332 of the Constitution out of 3,977 seats in the Vidhan Sabhas in various States and Union Territories 557 and 303 seats were reserved for the Scheduled Castes and Scheduled Tribes respectively. In addition, according to the latest information received from the various State Governments 7 Scheduled Castes (2 each from Andhra and Orissa States and one each from Rajasthan, Karnataka and Tripura) and 13 Scheduled Tribes (5 from Assam and 2 each from Rajasthan, Gujarat and Tripura and one each from Bihar & Orissa) were elected to the respective Vidhan Sabhas from the General Constituencies in the last election held in these States, thereby raising the number of the Scheduled Castes and Scheduled Tribes by 7 and 13 members respectively.

## CHAPTER III

### LAND REFORMS

Land reform measures are considered essential to tackle effectively the problems of poverty and inequality in the country.

The land reforms policy followed in the country owes its origin to the Report\* of the Congress Agrarian Reforms Committee and the Report\*\* of the Panel on Land Reforms set up by the Planning Commission in May, 1955. In the components of the land reforms policy, items such as (i) abolition of intermediary tenures; (ii) tenancy reforms comprising regulation of rent, security of tenures and conferment of ownership rights on tenants; (iii) ceiling on land holdings and distribution of surplus land; (iv) consolidation of holdings; and (v) compilation of land records, are included.

The process of abolition of intermediary tenures which covered more than 40% of area, with few exceptions was completed in the country by 1960 and over two crore cultivators were reported to have come into direct contact with the Government. Only a few minor Inams and Jagirs exist and necessary steps are being taken to remove the last remnants of the feudal system. The national policy on tenancy reforms aims at uniformity within the broad framework in regard to (i) conferment of ownership rights on cultivating tenants (ii) provision of security to residual tenants; and (iii) regulation and fixation of rents at 1/4th to 1/5th of gross produce. Legislative measures have been taken for providing to the tenants security of tenure and for regulating rates of rents payable by them. The maximum rates of rents have been fixed at levels not exceeding 1/4th to 1/5th of the gross produce in all the States except in Andhra Pradesh (Andhra area), Haryana and Punjab. Efforts are being made to bring down the level of rents in these States also. Many States have provided for conferment of ownership rights on cultivating tenants. However, exceptions have been made in case of land owners who are members of the defence forces, unmarried women, minors, widows and persons suffering from physical and mental disabilities. In regard to the conferment of ownership rights on cultivating tenants, the existing legislations in the States of Andhra Pradesh, Bihar, Tamil Nadu, Haryana and Punjab still fall short of accepted national policy. In West Bengal, while all under raiyats have been brought directly in relationship with

the State, this does not include Bargadars (share-croppers) though they have been protected against eviction at will.

Ceiling legislation on agricultural land holdings has been enacted in almost all States except in Nagaland, Meghalaya, Arunachal Pradesh and Mizoram where land is generally held by the community. In Jammu and Kashmir Agrarian Reforms Act was enacted and brought into force only recently and no report is available on the progress made. The implementation of Land Ceiling and Reforms Law in Sikkim has been kept pending due to the State Government's decision for the revision of existing Act, hence all actions required under the provisions of Land Ceiling and Reforms Act of Sikkim has been stopped. In Lakshadweep no surplus land is available for distribution and as such no ceiling law is in force. In Chandigarh no surplus land was declared under the ceiling law.

Latest available information regarding implementation of the revised ceiling laws in the States/ U.T. of Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Orissa, Punjab, Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh, West Bengal, Dadra and Nagar Haveli, Delhi and Pondicherry is given below :

	<i>Area in acres</i>
1. Area declared surplus . . . . .	40,43,823
2. Area taken possession of. . . . .	26,66,654
3. Area distributed . . . . .	18,40,667
4. Area distributed to SCs/STs . . . . .	9,46,788
5. Number of beneficiaries . . . . .	13,34,652
6. Number of SC/ST beneficiaries . . . . .	7,23,294

Out of about 40.43 lakh acres declared surplus land in different States only about 26.66 lakh acres have been taken possession of by the States

\* The Committee was appointed under the Chairmanship of (Shri J. C. Kumarappa) and it submitted its Report in the middle of 1949.

\*\* Set up under the Chairmanship of Shri Gulzari Lal Nanda.

and about 18.40 lakh acres distributed. Distribution of ceiling surplus land has benefited nearly 13.34 lakh persons of whom about 7.23 lakhs belong to Scheduled Castes and Scheduled Tribes. It is evident that the progress of taking over and distribution of ceiling surplus land has been tardy,

*Detailed Analysis of the data showing the progress in the implementation of the revised ceiling laws*

About 14.19 lakh returns were filed in the country (10.45 lakhs voluntarily and 3.74 lakhs on official initiative) in pursuance of the revised ceiling laws. As regards progress of scrutiny out of 14.19 lakh returns, 13.75 lakh cases were disposed of and 0.44 lakh cases were pending.

*Land under possession*

The area of land declared surplus was 40.44 lakh acres. Land taken into possession was reported to be 26.67 lakh acres which comes to 65.94% of declared surplus.

*Distribution of land*

Out of 26.67 lakh acres taken into possession, 18.41 lakh acres of land (70%) has been reported as distributed among 13.35 lakh beneficiaries. thus on an average one person got 1.37 acre of land. The following table shows the pattern of distribution of land among Scheduled Castes, Scheduled Tribes and others.

	Sch. Castes	Sch. Tribes	Others	Total
Area distributed in acres	6,82,233	2,64,555	8,93,879	18,40,667
Beneficiaries	5,55,073	1,68,221	6,11,358	13,34,652
Average land in acres distributed to a beneficiary	1.22	1.57	1.46	1.37

It will be observed from the above table that on an average a Scheduled Caste beneficiary got lesser land (1.22 acres) as compared to a tribal (1.57 acre) and non-tribal (1.46 acres).

*Extent of land distributed among Scheduled Caste and Scheduled Tribes*

Out of 18.41 lakh acres land distributed 6.82 lakh acres (37.04%) were allotted to Scheduled Castes and 2.65 lakh acres (14.39%) to Scheduled Tribes i.e. 51.43% to both the communities. The non-tribals and non-Scheduled Castes got 8.94 lakh acres (48.57%). The position with regard to distribution of land to Scheduled Castes was satisfactory (i.e. where more than 50% of land was allotted to Scheduled Castes) in States like, Gujarat, Himachal Pradesh, Pondicherry, Uttar Pradesh, Bihar, Karnataka, Haryana and Punjab. With regard to allotment of land to tribal the position was better (i.e. more than 25% of land has gone to them in States/U.Ts like those of Dadra & Nagar Haveli, Madhya Pradesh, Orissa and Tripura. State-wise particulars are given below :

*Area in acres distributed in total and among Sch. Castes and Sch. Tribes*

(% to column 3 has been shown in brackets)

(in lakh acres)

Sl. No.	STATE/U.T.	Total land distributed	Land distributed to S.C.	Land distributed to S.T.	Remarks
1	2	3	4	5	6
1	Andhra Pradesh	3.02	1.43(47.35)	0.52(17.21)	
2	Assam	3.17	0.27(8.51)	0.30(9.46)	
3	Bihar	1.38	*0.76(55.07)	*0.15(10.86)	*Estimated figures
4	Gujarat	0.05	0.04(80.00)	0.004 (8.00)	
5	Haryana	0.18	0.09(50.00)	—(nil)	
6	Himachal Pradesh	0.04	0.03(75.00)	0.001 (2.5)	
7	Karnataka	0.56	0.30(53.57)	0.01 (1.78)	
8	Kerala	0.52	0.19(36.53)	0.04(7.69)	
9	Madhya Pradesh	0.80	0.20(25.00)	0.38(47.5)	
10	Maharashtra	2.82	0.92(32.62)	0.51(18.08)	
11	Orissa	1.02	0.31(30.39)	0.44(43.13)	
12	Punjab	0.12	0.06(50.00)	—(nil)	
13	Rajasthan	1.22	0.43(35.24)	0.15(12.29)	
14	Tamil Nadu	0.58	0.18(31.03)	0.0001(0.01)	
15	Tripura	0.01	0.002(20.00)	0.0003(30.00)	
16	Uttar Pradesh	2.32	1.38(59.48)	—	
17	West Bengal	0.56	*0.23(41.07)	*0.11(19.64)	*Estimated figures
18	Dadra & Nagar Haveli	0.03	0.0001(0.29)	0.0339(99.71)	
19	Pondicherry	0.01	0.006(60.00)	—	

### Beneficiaries

The total number of beneficiaries in the land distribution programme was 13.35 lakh persons and more than half among them belonged to Scheduled Castes and Scheduled Tribes. The number of beneficiaries belonging to Scheduled Castes and Scheduled Tribes was 5.55 lakh (41.37%) and 1.68 lakh (12.58%) respectively.

The States/UTs in which the percentage of Scheduled Caste beneficiaries was more than 50% were Gujarat, Uttar Pradesh, Haryana, Himachal Pradesh, Karnataka and Bihar and State/UTs, in which percentage of Scheduled Tribe beneficiaries was more than 40% were Dadra & Nagar Haveli, Madhya Pradesh and Orissa. Statewise details of total number of beneficiaries and those belonging to Scheduled Castes and Scheduled Tribes are given in the table below :

**Beneficiaries of Land distribution**  
(% to column 3 has been shown in brackets)

						(in lakhs)
Sl. No.	STATE/U.T.	Total beneficiaries	Sch. Castes	Sch. Tribes	Remarks	
1	2	3	4	5	6	
1	Andhra Pradesh	20.08	1.03(43.51%)	0.30(14.42)		
2	Assam	2.54	0.23(9.05)	0.19(7.48)		
3	Bihar	1.53	0.85(55.55)	0.17(11.11)		
4	Gujarat	0.013	0.01(76.92)	0.006(7.69)		
5	Haryana	0.05	0.03(60.00)	—		
6	Himachal Pradesh	0.05	4.03(60.00)	0.003(6.00)		
7	Karnataka	0.12	0.07(58.33)	0.002(1.66)		
8	Kerala	0.85	0.34(40.00)	0.05(5.88)		
9	Madhya Pradesh	0.32	0.09(28.12)	0.13(40.62)		
10	Maharashtra	0.77	0.25(32.46)	0.16(20.77)		
11	Orissa	0.77	0.26(33.76)	0.31(40.25)		
12	Punjab	0.03	0.01(33.33)	—		
13	Rajasthan	0.26	0.11(42.30)	0.04(15.38)		
14	Tamil Nadu	0.38	0.17(44.73)	0.0001(0.02)		
15	Tripura	0.009	*0.002(22.22)	0.002(22.22)		
16	Uttar Pradesh	1.89	1.39(73.54)	—	*includes ST also	
17	West Bengal	1.66	0.68(40.96)	0.31(18.67)		
18	Dadra & Nagar Haveli	0.002	0.0001(0.5)	0.0199(99.5)		
19	Pondicherry	0.01	0.007(70.80)	—		

### Land readily available for distribution

Out of 26.67 lakh acres land taken into possession, 18.41 lakh acres have been distributed so far and 8.26 lakh acres of land is still available for distribution in the following manner :

Sl. No.	Name of State/U.T.	Land available for distribution (in lakh acres)
1	2	3
1	Assam	1.86
2	Himachal Pradesh	1.32
3	Andhra Pradesh	1.31
4	Rajasthan	0.98
5	Madhya Pradesh	0.62
6	West Bengal	0.44

1	2	3
7	Gujarat	0.41
8	Uttar Pradesh	0.28
9	Kerala	0.27
10	Karnataka	0.26
11	Orissa	0.18
12	Tamil Nadu	0.18
13	Bihar	0.16
14	Punjab	0.03
15	Dadra & Nagar Haveli	0.03
16	Haryana	0.006
17	Tripura	0.005
18	Delhi	0.004
19	Pondicherry	0.001
20	Manipur	0.0003



It is seen that nearly 1 lakh acres of land is available for distribution in each of the four States, namely, Assam, Himachal Pradesh, Andhra Pradesh and Rajasthan. Land around 50,000 acres is available in Madhya Pradesh, West Bengal and Gujarat. In States like Uttar Pradesh, Kerala, Karnataka, Orissa and Tamil Nadu the availability of land is estimated to be between, 18,000—28,000 acres. In States/U. Ts. like Bihar, Punjab, Dadra and Nagar Haveli, Haryana, Tripura, Delhi, Pondicherry and Manipur land appears to be scarce.

The Commission recommend that :

- (1) In those States/UTs where large chunks of land are available for allotment (viz Assam, Himachal Pradesh, Andhra Pradesh and Rajasthan) effective arrangements for quick distribution of land may be made. Similarly in other States/UTs where land has been taken into possession steps may be taken to distribute the land as a time bound programme.
- (2) Land already taken into possession in Manipur and Delhi may be distributed among the landless persons.
- (3) Land ceiling laws may be strictly and speedily enforced in States like Andhra Pradesh, Rajasthan and Karnataka where availability of land is reported to be of very high order.
- (4) Administrative machinery may be strengthened in States/U.Ts. namely, Bihar, Gujarat, Kerala, Madhya Pradesh, Maharashtra, Orissa, Tamil Nadu and West Bengal for taking early possession of surplus land. It would be in the interest of Scheduled Castes and Scheduled Tribes if Government of India considered creating of cells in these States/U.Ts. as a Centrally Sponsored Programme till such time as lands were taken into possession by the Government.
- (5) If need be, special courts may be set up in selected States to enforce the revised ceiling laws.

#### *Priorities in the distribution of land*

The Scheduled Castes and Scheduled Tribes had been accorded priorities in the allotment of surplus lands. It is recommended that the Government of Tamil Nadu and Uttar Pradesh should consider the desirability for placing Scheduled Castes and Scheduled Tribes in first/second category in the order of land allotment. Other States which have not formulated specific rules in this regard should adopt similar provisions.

#### *Scheme of Financial Assistance to New Assignees of ceiling surplus lands*

The Central Sector scheme of giving financial assistance to new assignees of ceiling surplus land was introduced in 1975-76 to enable allottees to develop the lands for profitable cultivation. Assi-

stance under the scheme was available only in respect of lands distributed after 1-1-1975. According to the prevailing pattern of the scheme, the scale of assistance at the rate of Rs. 1,000/- per hectare is to be shared equally between Central and State Governments, under this scheme funds to the extent of Rs. 14.73 crores are reported to have been sanctioned to the States upto the end of 1979-80. Though information regarding state-wise allocation of funds and their actual utilisation is not available, it is mentioned in the Sixth Five Year Plan that not much effort has been made to assist the allottees to develop the land and the assistance for assignees of surplus land has not been fully made use of. The Commission, therefore, recommend that besides providing adequate financial assistance to the beneficiaries, it is essential to guide them through the support of extension staff for giving knowledge of cropping pattern, techniques of land use and soil as well as water conservation.

#### *Consolidation of Holdings*

It has been reported that the implementation of the programme of consolidation of holdings has been extremely patchy and sporadic. Only about 45 million hectares of land i.e. about 1/4th of the consolidatable land has been consolidated all over the country. Effective progress has been made only in a few States like those of Punjab, Haryana and Uttar Pradesh. Even a beginning has not been made in the Southern States and Rajasthan. In the Eastern States, some work has been done only in Orissa and Bihar.

#### *Compilation and Updating of Land Records*

Proper maintenance of land records is necessary to protect legitimate interests in land to facilitate the flow of credit to rural areas. Special drives for updating of land records were launched in Assam, Orissa, Gujarat, Karnataka and West Bengal. In some States, specially in the Eastern Region where zamindari system operated earlier, there was little relationship between entries in the records and the realities in the field. In Gujarat, special record of right teams were deputed to detect concealed tenancies. Provisions were also made in tribal sub-plans of Andhra Pradesh, Bihar, Orissa, Madhya Pradesh, Manipur, Meghalaya to carry out cadastral surveys of tribal areas on priority basis. It has, however, been felt that much ground still remains to be covered in respect of this programme. The Minister for Agriculture and Rural Reconstruction addressed letters to all Chief Ministers in April, 1980 stressing the need to pay special attention to the up-to-date maintenance of land records and to take various steps in this regard.

#### *Studies conducted by the field offices of this Commission on the allotment and utilization of surplus lands*

Undermentioned three studies were conducted by the field offices of this Commission and brief

position in respect of their findings is given in subsequent paragraphs :

1. Study of distribution and utilization of surplus land in the district of Faridabad, Haryana State.
2. Study of distribution and utilization of surplus land in the district of Gurgaon, Haryana State.
3. Study on the implementation of Kerala Land Reforms Act and its impact on the Scheduled Castes and Scheduled Tribes.

*Study of distribution and utilization of surplus land in the district of Faridabad, Haryana State*

Between 1978-80 there were 276 acres (110 hectares) of available surplus land. Of 156 beneficiaries, 66 were allotted land in 1978, 23 in 1979 and 67 in 1980. The average land allotted per beneficiary was 1.8 acres. Of the 67 persons allotted land during 1980, 45 belonged to Scheduled Castes.

All the beneficiaries took possession of their land in the year of its allotment. Usually the gap between the submission of applications by the beneficiaries and the actual allotment was more than one year. Usually the land surrendered by the land owner was uncultivable. In majority of cases surrendered land was in patches and the allottees also got land at different places. For going to their lands the new allottees were required to make their way through the field of caste Hindu land owners which led to conflicts between the two groups. Besides there were some instances of tension between Scheduled Caste persons and others on account of surrender of surplus land by the land owners and subsequent allotment of the same to Scheduled Caste persons. The lands required considerable investment for which meagre provision had been made. There were instances where the allottees had sold the lands allotted to them.

*Study of distribution and utilization of surplus land in the Gurgaon District, Haryana State*

Before 1978, 4,694 acres of surplus land in the district were distributed amongst 1,177 landless persons. Of these 476 belonged to Scheduled Castes. During 1980, 232 acres of surplus land vested with the Government, 221 acres were allotted to 100 persons of whom 55 belonged to Scheduled Castes.

The gap between the submission of applications for allotment of land and its subsequent allotment varied considerably. Time taken ranged from one year to five years. The delay in the allotment of land resulted on account of civil suits filed by the landlords in the Courts which were not decided for years together. Most of the surrendered land was uncultivable. Land was surrendered in patches and the allottees also got lands at different places. There were cases of

caste conflicts. 50% of the beneficiaries of surplus lands during 1980 had submitted to the district authorities to surrender the barren lands allotted to them. Some of the new allottees had disposed of their lands.

*Study on the implementation of Kerala Land Reforms Act and its impact on the Scheduled Castes and Scheduled Tribes*

A study on the implementation of Kerala Land Reforms Act and its impact on Scheduled Castes and Scheduled Tribes was conducted in the two\* villages of Quilon District by the office of the Deputy Director for Scheduled Castes and Scheduled Tribes, Kerala. Kerala has shown considerable success in implementing land reform measures and the factors responsible are the radical provisions like automatic vesting of tenanted land to the government/suo moto powers regarding recording tenancy, summary powers given to tehsildars regarding deciding cases of provision of land etc. Though their exist facilities for financial assistance for agricultural purposes from the Cooperative Societies, commercial banks, nationalised banks and rural banks, most of the assignees had not availed of such facilities for development of assigned lands. Periodical physical verification of the land allotted had been insisted upon in the Kerala Land Reforms Act for ensuring that there was no dispossession. No such verifications were found to have been made in the two villages studied. However, no case of dispossession was found in these villages nor did the allottees face any difficulty regarding possession of the allotted lands or in their cultivation. It was observed that as the rate of interests on loans from banks etc. was as high as 15% none of the allottees covered in the Study could afford to go in for such loans for purchasing inputs or developing the land. There is need for a programme for supply of inputs to the needy Scheduled Castes and Scheduled Tribe agriculturists on liberal terms and at subsidised rates. Special attention also requires to be provided to the allottees of Meenad village whose lands were submerged in water during the monsoon and their attempts to cultivate the lands had remained unsuccessful. There were 9 cases of land alienated from the beneficiaries in Meenad village. Although the village officers were required to report cases of alienation of land to the tahsildars, these cases were not brought to his notice for initiating appropriate action.

*Study conducted by the National Institute of Rural Development, Hyderabad on the utilisation of surplus lands in Karnataka, U. P., Bihar and Haryana*

At the instance of the Ministry of Rural Reconstruction, the National Institute of Rural Development, Hyderabad undertook a study in 1980 of the utilisation of surplus land in four States, viz. Karnataka, Uttar Pradesh, Bihar and

\* (1) Kalluvathukkal. (2) Meenad

Haryana. The salient findings of the study undertaken are as given below :

1. Average size of allotted land was 3.57 acres in Karnataka, 1.26 acres in Uttar Pradesh, 1.53 acres in Bihar and 4.99 acres in Haryana.
2. 38.8% of the allotted land in Karnataka, 87% in Haryana, 92.9% in Uttar Pradesh and 94.3% in Bihar was cultivable area.
3. The estimated cost of development of land per acre in Karnataka, Uttar Pradesh, Haryana and Bihar was Rs. 314, Rs. 327, Rs. 829 and Rs. 940 respectively.
4. Support from institutional finance for the development of land was rather poor.
5. Of the allotted land, 91.1% was cultivated in U. P., whereas the percentage for Karnataka, Haryana and Bihar was 88.3%, 87% and 68.8% respectively. The major impediment in fuller utilisation of the allotted land was the need for development before such land could be brought under cultivation.
6. Problems in the proper utilisation of land were lack of irrigation facilities and finance, problems of land levelling and bunding, poor quality of soil, lack of inputs and knowhow for improvement.

#### *Distribution of Bhoodan Land*

Information collected by the Commission regarding receipt of land in Bhoodan and its allotment as on 31-3-81 in respect of Andhra Pradesh, Bihar, Haryana, Punjab, Maharashtra and Orissa is given at Annexure-I. In Delhi land measuring 25 Bighas 9 Bise to be distributed under Bhoodan to the Scheduled Castes and other landless persons could not be distributed. Later it was unauthorisedly encroached by others. The movement for Bhoodan Yagna did not take root in West Bengal. An area of about 46 acres vested in the West Bengal Bhoodan Yagna Board of which 33 acres were distributed to 45 landless cultivators of which 25 were members of the Scheduled Castes. As very little progress could be achieved by the West Bengal Bhoodan Yagna Act, 1962, the State Government repealed the Act of 1962 in 1980.

In Meghalaya, Tripura, Arunachal Pradesh, Andaman and Nicobar Islands, Goa, Daman & Diu, Mizoram, Lakshadweep, Pondicherry and Dadra and Nagar Haveli, Bhoodan land was not available for allotment.

It would be seen from the information given at Annexure-I that cent percent land available under Bhoodan was allotted in Punjab and Haryana States only. In Andhra Pradesh, Bihar, Orissa and Maharashtra the percentage of land allotted as compared to available land was 47%, 26%, 13% and 0.69% respectively.

Land which is available but not yet allotted is sizeable in Bihar (15.73 lakh acres), Orissa (11.80 lakh acres), Andhra Pradesh (1.03 lakh acres) and Maharashtra (0.87 lakh acres). The Commission recommend that all the available land under Bhoodan may be allotted among the landless persons in the States of Bihar, Orissa, Andhra Pradesh and Maharashtra within a period of about two years.

As regards distribution of land among the Scheduled Castes and Scheduled Tribes and others, it was observed that Scheduled Castes persons received better treatment in Punjab, Maharashtra and Haryana and Scheduled Tribes in Orissa and Bihar. The Commission, therefore, recommend that in the allotment of Bhoodan lands first preference should be given to Scheduled Caste and Scheduled Tribe landless persons. The new allottees should also be given adequate financial assistance to obtain better yields from their lands.

#### *Allotment of 'Other Lands'*

Besides the ceiling surplus lands more than 2 million acres of Government waste lands were reported to have been distributed during 1975-78 to the landless, majority of whom belonged to the Scheduled Castes, Scheduled Tribes and other weaker sections.

In order to collect information regarding land allotted to Scheduled Castes and Scheduled Tribes under various land allotment programmes viz. distribution of cultivable government waste lands/gaon sabha lands etc., the Commission had requested all the State Governments/U.T. Administrations to furnish information about allotments made by them upto 1980-81. Statistical information furnished by various State Governments is given at Annexure-II.

The Government of Meghalaya informed that there was no scheme for distribution or allotment of cultivable Government waste lands as most of the lands were private and community lands over which the State had no control. In Arunachal Pradesh also the land belonged to Scheduled Tribes and no necessity was felt for further distribution.

In Punjab the Rural Package Deal Land was sold/transferred to the members of Scheduled Castes/Rai Sikhs. This land was purchased by the State Government from the Government of India in the Package Deal of 1961, and it is being disposed of under the Provisions of the Punjab Package Deal Properties (Disposal) Act, 1976 and the Rules framed thereunder. Under the policy evolved by the State Government this land is transferred to the members of Scheduled Castes at the concessional rate of Rs. 200/- per acre as against the rates ranging from Rs. 1,000 to Rs. 2,000 per acre chargeable from other communities.

The State of Himachal Pradesh comprises mostly of hilly terrain. It was understood that upto 31-12-80, an area of 3,499 acres had been allotted to 4,533 persons out of whom 3,401 beneficiaries belonged to Scheduled Castes and 78 to Scheduled Tribes. However, most of the land allotted was not fit for cultivation.

An analysis of information given at Annexure-II shows that among the beneficiaries the percentage of Scheduled Castes was highest in Haryana, followed by Himachal Pradesh, Uttar Pradesh, Karnataka, Andhra Pradesh, Gujarat and it was low in Punjab, Tripura and Orissa. With regard to Scheduled Tribes, the position was better in Tripura, Orissa and Gujarat as compared to Andhra Pradesh and Himachal Pradesh. The percentage as worked out are given in the following table :

State/U.T.	Percentage of SC beneficiaries	Percentage of ST beneficiaries
1. Andhra Pradesh . . . . .	37	6
2. Gujarat . . . . .	20	20
3. Haryana . . . . .	100	No Sch. Tribes
4. Himachal Pradesh . . . . .	75	2
5. Karnataka . . . . .	50	N.A.
(b) Regularisation of unauthorised occupation		
6. Orissa . . . . .	13	33
7. Punjab . . . . .	27	No Sch. Tribes
8. Tripura . . . . .	15	42
9. Uttar Pradesh . . . . .	66	3

The data on quantum of land distributed in States indicate that 50% or more land was distributed to Scheduled Castes in Haryana, Uttar Pradesh, Karnataka and between 26% and 50% in Andhra Pradesh, Gujarat and Punjab. The position was unsatisfactory in Tripura, Assam and Orissa. As regard Scheduled Tribes, the extent of distribution of land was satisfactory in Assam, Orissa, Tripura as compared to Andhra Pradesh and Gujarat. The details are shown in the following table :

State/U.T.	Percentage share of total land allotted to SCs	Percentage share of total land allotted to STs
1. Andhra Pradesh . . . . .	31%	16%
2. Assam . . . . .	13%	87%
3. Gujarat . . . . .	29%	15%
4. Haryana . . . . .	100%	No Sch. Tribes
5. Karnataka . . . . .		
(a) Cultivable Govt. Waste Land	71%	N.A.
(b) Regularisation of unauthorised occupation	42%	N.A.
6. Orissa . . . . .	24%	62%
7. Punjab . . . . .	26%	No Sch. Tribes
8. Tripura . . . . .	11%	59%
9. Uttar Pradesh . . . . .	54%	2%

The States in which the quantum of land has been allotted in proportion to the beneficiaries belonging to Scheduled Castes and Scheduled Tribes are as under :

### Scheduled Castes

#### Satisfactory

1. Gujarat
2. Haryana
3. Karnataka
4. Orissa
5. Punjab

#### Unsatisfactory

1. Andhra Pradesh
2. Tripura
3. Uttar Pradesh

### Scheduled Tribes

#### Satisfactory

1. Andhra Pradesh
2. Orissa
3. Tripura

#### Unsatisfactory

1. Gujarat
2. Uttar Pradesh

The Commission, therefore, recommend that while distributing 'Other Land' among the Scheduled Castes and Scheduled Tribes, the State Governments, should take into consideration not only the number of Scheduled Castes/Scheduled Tribes beneficiaries but also make efforts to distribute adequate quantum of land. The Government of Uttar Pradesh does not appear to have given due weightage to Scheduled Castes/Scheduled Tribe persons. The Scheduled Caste persons in Andhra Pradesh and Tripura and Scheduled Tribe persons in Gujarat have not received proportionate benefits.

### Land Alienation

Considerable alienation of tribal land has taken place in the past accentuating the economic difficulties of the persons belonging to Scheduled Tribes. The incidence of land alienation has been more in areas which are easily accessible to outsiders and near the industrial and mining complexes. The problem has been known to be in existence in varying degrees in the States of Assam, Andhra Pradesh, Bihar, Gujarat, Madhya Pradesh, Maharashtra, Rajasthan, Karnataka, Kerala, Orissa, Tamil Nadu, Tripura and Uttar Pradesh, etc.

The Commission had requested the various State Governments/Union Territory Administrations to furnish details of the legislative and executive measures adopted for preventing the alienation of tribal lands and bringing about restoration of alienated lands to their original owners. Brief position regarding legislative and executive measures undertaken in Bihar, Gujarat, Himachal Pradesh, Karnataka, Kerala, Meghalaya, Orissa, Sikkim, Tamil Nadu, Tripura, Andaman and Nicobar Islands, Arunachal Pradesh, Dadra and Nagar Haveli, Goa, Daman & Diu and Lakshadweep may be seen at Annexure-III.

It is observed from the information furnished by the State Governments/Union Territory Administrations that in Kerala and Tamilnadu suitable measures are yet to be enforced. Some other State Governments have tried to make more comprehensive the legislative and executive measures to safeguard the rights of the tribals in respect of their lands. The Government of Bihar extended the Chotanagpur Tenancy Act even to the Municipal areas and some other amendments are also being contemplated.

In Gujarat Special Units were posted in the Scheduled Areas of the State. The Government

of Himachal Pradesh has taken special care of the problems of tribal area under their Ceilings on Land Holdings Act by allowing more permissible area for tribal people. Punitive measures have been provided in Karnataka and Orissa. In Orissa areas of high incidence of alienation of land have also been indentified and special officers posted exclusively to deal with cases relating to restoration of alienated tribal lands. The work of disposal of such cases in these areas is also taken up by holding camp courts. Committees have been constituted in Orissa and Tripura to remove lacunae in laws. In Andaman and Nicobar the lands owned by tribals have been made free even against realisation of government dues.

It is much more relevant to know the actual impact of the protective measures through undertaking special surveys in tribal areas and by conducting timely reviews of the progress reports relating to disposal of reported cases. No study reports are, however, available. It is rather discouraging that statistical details pertaining to restoration of alienated tribal lands have been furnished by Bihar, Gujarat, Karnataka, Orissa and Tripura only. Brief position regarding disposal of such cases is given below :

STATE/U.T.	Land alienated in acres belonging to		Number of applications received for restoration		Land restored in acres			
	SCs	STs	SCs	STs	SCs	Land in acres	STs	Land in acres
1 Bihar (upto Nov., 1981)	—	81,493	—	50,318	—	—	26,555	31,077
2 Gujarat (upto Sept., 1980)	—	N.A.	—	11,463	—	—	10,928	30,658
3 Karnataka (upto Dec., 1980)	88,011 acres SCs/STs		3,226 SCs/STs		2,064 SCs/STs	4,993 SCs/STs		
4 Orissa (upto Feb., 1981)	2916	3186	1308	3287	580	447	7966	1307
5 Tripura (as on Mar., 1981)	—	3011	—	15,453	—	—	1573	1385

It would be seen from above that large number of applications were pending for restoration of land particularly in the States of Bihar and Tripura.

It may also be mentioned that though no information has been received from Andhra Pradesh, Maharashtra and Uttar Pradesh it is known from earlier information available in this Commission that considerable land belonging to Scheduled Tribe persons has been unauthorisedly occupied by others in these States.

For making the Land Reforms Policy more purposeful the Commission would like to make the following further recommendations :

- (i) Regular campaigns should be organised for detecting concealed tenancies for recording tenants as occupancy tenants.
- (ii) The work of consolidation of land holdings should be accelerated.
- (iii) The work of compilation and updating of land records deserves to be pursued more vigorously.

(iv) Adequate financial assistance is absolutely necessary for the development of land allotted.

(v) Much more requires to be done for the restoration of alienated lands of the tribals through better implementation of legislative and executive measures in different States. The States/UTs which have not enacted any legislation to check alienation of land belonging to Scheduled Castes and Scheduled Tribes should do so without further loss of time and ensure its proper implementation.

(vi) As the quantum of land allotted to the beneficiaries is generally not adequate to make them viable cultivators it is suggested that package of services (like better irrigational facilities, agricultural inputs, introduction of improved methods of cultivation and cash crops, etc.) should be provided to the allottees.

# ANNEXURE I

## Allotment of Bhoodan land

STATE/ U.T.	Total land received in Bhoodan	Total land allotted (in acres)				Number of beneficiaries				Land re- mained to be allot- ted (in acres)
		Sch. Castes	Sch. Tribes	Others	Total	Sch. Castes	Sch. Tribes	Others	Total	
1	2	3	4	5	6	7	8	9	10	11
Andhra Pradesh (as on 31-12-81)	1,95,509	26,287	13,203	52,670	92,161 (47%)	10,719 (36%)	2,497 (8%)	16,636 (56%)	29,852 (100%)	1,03,348 (53%)
Bihar (as on 21-3-81)	21,17,756	159,374	1,61,137	2,23,877	5,44,388 (26%)	110,112 (28%)	90,622 (23%)	1,94,903 (49%)	3,95,627 (100%)	15,73,368 (74%)
Haryana (upto 31-3-81)	2,074	978	—	1,096	2,074 (100%)	281 (51%)	—	272 (49%)	553 (100%)	Nil
Punjab (upto 31-3-81)	980.5	934.5	—	46	980.5 (100%)	227 (85%)	—	41 (15%)	268 (100%)	Nil
Maharashtra (upto 31-3-81)	88,462	351	97	166	614 (0.69%)	129 (47%)	41 (18%)	57 (25%)	227 (100%)	87,848 (99.31%)
Orissa (upto 31-3-81)	13,46,966	37,658	96,837	32,449	1,66,945 (13%)	19,452 (22%)	40,766 (46%)	29,123 (32%)	89,341 (100%)	11,80,021 (87%)

## ANNEXURE II

*Statement showing the acreage of 'other land' distributed among the Scheduled Castes and Scheduled Tribes upto 1979-80 and during 1980-81*

Name of State/U.T. (Source, Scheme of land allotment)	Total land available for allotment	Total no. of landless families including SC/ST families benefited	Total acreage of land distributed amongst the landless families indicated in Col. 3	No. of SC families included in col. 3 which were benefited	No. of ST families included in col. 3 which were benefited	Total acreage of land distributed amongst the SC landless families including in col. 3	Total acreage of land distributed amongst the ST landless families including in col. 3
1	2	3	4	5	6	7	8
Andhra Pradesh (Govt. waste land upto 80-81)	3324109	1464030	3011289	539303 (37%)	188147 (6%)	924308 (31%)	492004 (16%)
Assam (MNP Scheme 1980-81)	N.A.	N.A.	843	331	2221	109 (13%)	734 (87%)
Bihar (Allotment of Govt. land)	N.A.	N.A.	N.A.	245187	115755	170457	175817
Gujarat (upto Aug., 1981)	1578690	256544	1339679	74342 (29%)	51958 (20%)	391691 (29%)	196674 (15%)
Haryana (Govt. Nazul land upto 1980-81)	1862	49	255	49 (100%)	N.R.	255 (100%)	N.R.
Himachal Pradesh (Nautar land upto 31-12-1980, Village common land etc. upto 31-12-1980)	...	4533	3499	3401 (75%)	78 (2%)	N.A.	N.A.
<b>Karnataka</b>							
(a) Cultivable Govt. waste land upto 1980)	379652	N.A.	22786	N.A.	N.A.	16096 (71%)	N.A.
(b) Regularisation of Un-authorised occupations upto 1980)	N.A.	193023	374076	96622 (50%)	N.A.	156565 (42%)	N.A.
Orissa (distribution of Govt. waste land upto 1980-81)	578221	542615	517699	78356 (13%)	177295 (33%)	123949 (24%)	320969 (62%)
Punjab (Rural Package)	239924	16680	34241	4480 (27%)	—	8860 (26%)	—
Tripura (Govt. Khas land upto 1980-81)	N.A.	9906	20531	1530 (15%)	4132 (42%)	2264 (41%)	12067 (59%)
Uttar Pradesh Goan Sabha upto 1979-80	610238 (hectares)	1752957	609498 (hectares)	1155932 (66%)	50142 (3%)	327570(hec.) (54%)	14981(hec.)* (2%)
*During 1980-81 land measuring 740 hectares was under dispute in court of law.							



## ANNEXURE III

### *Legislative and executive measures adopted by State Governments/ Union Territory Administrations to prevent the alienation of tribal lands and bring about restoration of alienated lands to their original owners*

#### 1. Bihar

To plug the loopholes in the C.N.T. Act, 1908 the Scheduled Areas Regulation 1969 provided for restoration of the illegally alienated land beyond twelve years but within thirty years of its alienation, from the date of the promulgation of the Scheduled Areas Regulations, 1969. Accordingly Sections 71A and 71B were inserted in the Chotanagpur Tenancy Act, 1908 by the Regulation of 1969.

Earlier the C.N.T. Act did not extend to the municipal areas and as such with the expansion of municipal areas, there has been extensive alienation of the lands of the tribals. This gap has since been bridged up by an Amendment of the Act in 1979. Further amendments are under consideration to give protection to various categories of raiyats.

Further amendment of certain provisions have also been necessary. Previously, surrender by a tenant was not being considered to be a transfer. The result was that in the wake of Zamindari abolition many outgoing landlords obtained surrender of lands from the tribal tenants and settled them with non-tribals. This matter is under active consideration of the State Government and opinion of the Law Department is being obtained whether surrender can be brought within the definition of transfer or not.

Further it has been noticed that inspite of final orders being passed under section 71A and 71B of the Act by competent Revenue Courts, the Civil Courts are entertaining petitions against these orders. This causes further delay in restoration of the illegally alienated lands to the tribals. The State Government is, therefore, considering to oust the jurisdiction of civil courts in respect of such cases.

#### 2. Gujarat

Section 73A of the Land Revenue Code, 1879, provides that land held by members of Scheduled Tribes shall not be transferred without the previous permission of the Collector. Instructions were issued by Government from time to time for the strict implementation of the above provisions.

State Government added more provisions in Bombay L.R. Code, 1879 vide the Bombay Land Revenue (Gujarat Second Amendment) Act, 1980, (Section 73 AA, AB, AC and AD were added) after 73A to restrict the transfer of occupancies of tribals all over the State.

This new Act came into force from 1-2-1981 all over the State and instructions were issued to the concerned authorities to implement strictly this act.

The State Government strengthened the revenue machinery by creating special units in predominantly scheduled areas of the State.

#### 3. Himachal Pradesh

Section 3(1) of the Himachal Pradesh Transfer of Land (Regulation) Act, 1968, provides that no person belonging to any Scheduled Tribes, shall transfer his interest in any land by way of sale, mortgage, lease, gift or otherwise to any person not belonging to such tribe except with the previous permission of the Deputy Commissioner of the concerned district. Every transfer of land in contravention of the

aforesaid section shall be void. Further, section 8 of the said Act provides that no right, title or interest held by a person belonging to a Scheduled Tribe in any land shall be liable to be attached or sold in execution of any decree or order, in favour of any person not belonging to a Scheduled Tribes of any court except where the amount due under such decree or order is due to the State Government or to any co-operative land Mortgage Bank or Co-operative Society. The Himachal Pradesh Ceiling on Land Holdings Act, 1972 (Act No. 19 of 1973) has also taken special care of the problem of tribal areas. The permissible area in tribal areas is 70 acres as against upto 30 acres in other areas.

#### 4. Karnataka

The Government of Karnataka enacted a legislation called the Scheduled Castes and Scheduled Tribes (Prohibition of transfer of certain lands) Act, 1978; (Act No. 2 of 1978) which received the assent of the President of India on 18th December, 1978. The Act came into force on 1st January, 1979. According to this Act, all lands granted under the Land Grant Rules, to persons belonging to Scheduled Castes and Scheduled Tribes have been prohibited from being alienated. Section 5 of the Act provides for resumption of such alienated lands. Section 8 provides for a penalty being imposed on the purchasers. The purchaser can be punished with an imprisonment which may extend upto 6 months or with fine which may extend upto Rs. 2,000/- or with both. Rules have been framed, laying down the procedure to be followed in this regard. The Assistant Commissioner of the Revenue Sub-division is the competent authority to implement this Act.

#### 5. Kerala

A legislation namely the Kerala Scheduled Tribes (Restriction on Transfer of Lands and Restoration of alienated lands) Act, 1973 in which provision has been made barring alienation of land by tribals to non-tribals. But the Act has not yet been brought into force pending finalisation of some amendments suggested by the Government of India.

#### 6. Meghalaya

Under the provisions of the Meghalaya Transfer of land (Regulation) Act, 1971 transfer of land to non-tribals in the State except in some areas of West Garo Hills District and certain areas in Shillong town where the Act aforesaid does not apply has been prohibited. Provisions for restoration of alienated lands to their original owners have been incorporated in the latest Amendment on the Meghalaya Transfer of Land (Regulation) Act, 1971 passed by the Assembly. The President's assent is awaited.

#### 7. Orissa

Necessary provision have been made in the Orissa Scheduled Areas Transfer of immovable property (by Scheduled Tribes) Regulation, 1956 (Orissa Regulation 2 of 1956) as well as in the Orissa Land Reforms Act, 1960 restricting alienation of land by persons belonging to Scheduled Tribes or Scheduled Castes in favour of person not belonging to such tribes or castes without written permission of the competent authority. Provisions also exist under the Act, Regulation for restoration of the property either to the transferor or to his legal heirs in case of illegal transfers. There is provision for imposition of

penalty on the transferer of an amount not exceeding two hundred rupees per acre of land so transferred for each year or any part thereof during which such unlawful possession continues. The transferer is not liable to refund any money to the transferer which he might have received from the transferer as consideration money. Provision has also been made for eviction of unauthorised occupation of any immovable property by way of trespass or otherwise and for causing restoration of possession of such property to the transferer or to his heirs. In case of reoccupation of the property of a member of Scheduled tribe or Scheduled Caste by a person not belonging to Scheduled Tribe or Scheduled Caste without valid transfer made in his favour again be punishable with rigorous imprisonment for a term which may extend to two years or with fine which may extend to two thousand rupees or with both.

The areas of high incidence of alienation of tribal land have been identified and special officers posted exclusively to deal with cases relating to restoration of alienated tribal land. The work of disposal of such cases in these areas has been taken up by holding Camp/Courts wherever necessary.

For strict enforcement of the provisions of law necessary instructions/guidelines have been issued to the field officers from time to time. Besides, monthly progress reports and quarterly review reports have been prescribed to watch the progress of disposal of cases of illegal transfer of land and restoration of property.

In order to remove the lacunae in the laws and to provide better benefit to the Scheduled Tribes and Scheduled castes, the State Government have constituted a committee on Social and Protective Legislation under the Chairmanship of the Member, Board of Revenue whose report has been received and is under examination in Revenue Department.

#### 8. Sikkim

There is a Land Revenue Order which prevents alienation of Land of Sikkimese, Bhutias and Lepchas already notified as tribal under the Constitution (Sikkim) Scheduled Tribes Order. Enactment of a new land law is under consideration of Government.

#### 9. Tamil Nadu

To protect a private lands of the tribals the possibilities of a protective legislation are under the consideration of the State Government. It was reported by the State Government that full extent of such alienation is not known. But a confidential survey in selected tribal areas was conducted and some information on the incidence and extent of land alienation has been compiled. A Bill has also been prepared, and the same is under active consideration of the Government.

#### 10. Tripura

In the Tripura Land Revenue and Land Reforms Act, 1960 provision was made that no transfer of land by a person who is a member of Scheduled Tribes to a person not a member of such tribe shall be valid unless the transfer is made with the previous permission in writing of the Collector. In the year 1974 the action was amended to provide that if a transfer of land belonging to a person who is a member of the Scheduled Tribes is made on or after 1st January, 1969, any Revenue Officer specially appointed for this purpose may either on his own motion or on application and after giving the transferee an opportunity of being heard may order for restoration of the land to the tribal transferer or his successor-in-interest.

The Collectors, Additional Collectors and Sub-Divisional Officers have been specially authorised to restore possession either on application or *suo-moto*.

The Government is contemplating to appoint a Special Officer for supervision of the restoration cases to ensure expeditious disposal of such cases.

The Committee of the State Legislative Assembly has been constituted to examine the various provisions of the Tripura Land Revenue and Land Reforms Act and to suggest amendments wherever necessary. Action will be taken by the Government when recommendations of the Assembly Committee are available.

#### 11. Andaman & Nicobar Islands

The Scheduled Tribes of this territory are residing in the tribal reserves where their interests on land etc. are duly protected under the provisions of the Andaman and Nicobar Islands (Protection of Aboriginal Tribes) Regulation, 1956. No person other than a member of Scheduled Tribes can secure any interest on land owned by tribal people in tribal areas by way of transfer *i.e.* by sale, exchange, mortgage, lease or otherwise without the previous sanction of the Chief Commissioner. The land owned by a tribal is also free from attachment or sale in execution of any decree or order of the Civil or Revenue Court and against realisation of any Government dues.

#### 12. Arunachal Pradesh

The land in Arunachal Pradesh belongs to the local people who are all from different Scheduled Tribes, except in the official township where the Government acquired land for setting up different administrative offices for administration of the areas. There is no problem of alienation of the land to any non-tribal or outsider as it is safeguarded under different regulations in force in the territory.

#### 13. Dadra & Nagar Haveli

The Dadra and Nagar Haveli Land Reforms Regulation, 1971 and rules thereunder, provide safeguards on transfers of lands from tribals to non-tribals.

#### 14. Goa, Daman & Diu

No measures to prevent alienation of lands belonging to Scheduled Castes and Scheduled Tribes have been taken in this territory. Further, no application from Scheduled Castes and Scheduled Tribes person for either alienation or restoration of land has been received as yet.

#### 15. Lakshadweep

Almost all land holders in the Union Territory of Lakshadweep are Scheduled Tribes and alienation of land of Scheduled Tribes to non-Scheduled Tribes has already been restricted in this Union Territory as per Lakshadweep (Protection of Scheduled Tribes) Regulation, 1974. The provisions of this Regulation are strictly enforced in this Union Territory and no wrongful alienation of land has been reported.

#### 16. Mizoram

No case of alienation of land belonging to Scheduled Castes and Scheduled Tribes has been reported so far in Mizoram as this State is predominantly inhabited by Scheduled (Hill) Tribes. Further, under the provisions of their Act/Rules, no permanent allotment of land to non-tribals is permissible to those who have no permanent residential Pass for stay in Mizoram and who are not living in Mizoram since the time of their parents and born and brought up in Mizoram.

## CHAPTER IV

### ECONOMIC DEVELOPMENT

Efforts made in the country for the development of Scheduled Castes and Scheduled Tribes have not resulted in bringing about substantial improvement in their economic condition primarily on account of the enormity of the problem. Even now due to lack of resources in urban areas majority of them continue to live in slums and in rural areas suffer from landlessness and get poor returns due to out-dated methods of production in their traditional occupations. They are also subjected to various forms of exploitation at the hands of landlords, traders and money lenders. Broadly speaking following measures were undertaken to ameliorate their condition :

1. Allocation of funds in Five Year Plans.
2. Integrated Rural Development Programme.
3. Loan assistance by Banks.
4. Minimum Needs Programme.
5. Setting up Small Scale Units etc.
6. Allotment of distributive agencies.
7. Protective measures like fixation of minimum rates of wages and abolition of bonded labour.

#### *Review of work done for the economic development of Scheduled Castes and Scheduled Tribes*

Efforts made in the various Five Year Plans through provision of funds under the backward classes sector did not make desired impact in improving the lot of Scheduled Castes and Scheduled Tribes. Between the period of First Plan to 1978-79, out of a total expenditure of Rs. 743 crore in the backward classes sector hardly 26% of the amount was spent on economic development schemes. From general programmes also very little benefit was derived by Scheduled Castes and Scheduled Tribes. It has been rightly observed in the Sixth Five Year Plan, "the special programmes for these groups were conceived as a supplement to the total development effort under general sectors of development. In practice, these special programmes merely substituted the benefits available to the Scheduled Castes and Scheduled Tribes under normal development schemes. This resulted in much lower investment for their development than envisaged". The percentage share of backward classes sector out of the Plan outlays was just around 1% during the various Plan periods. Even this meagre outlay was not wholly meant for Scheduled Castes and Scheduled Tribes as it included provisions for Other Backward Classes also.

Available statewide information regarding outlays provided and expenditure incurred for the

welfare of Scheduled Castes and Scheduled Tribes during 1978-79, 1979-80 and 1980-81, is given at Annexure I.

It would be seen therefrom that the outlay under the backward classes sector (State Sector) was Rs. 8,792.67 lakhs during 1980-81. The outlay during 1978-79 was Rs. 7,442.49 lakhs which came down to Rs. 6,817.56 lakhs during 1979-80. Although outlays were slightly raised in 1980-81 as compared to 1979-80 but it is not known as to why the allocations were curtailed in respect of Himachal Pradesh, Maharashtra, Punjab, Uttar Pradesh and Andaman & Nicobar Islands. Keeping in view the trend of rising price level more funds should have been allocated. As regards utilisation of funds under the backward classes sector during 1978-79 the position was satisfactory in Andhra Pradesh, Karnataka, Maharashtra, and Goa, Daman & Diu. During 1979-80 performance was better in Assam, Manipur, Rajasthan, Sikkim, Uttar Pradesh, West Bengal and Andaman & Nicobar Islands as compared to other States/Union Territories.

Information pertaining to scheme-wise outlays under centrally sponsored programme is given below :

(Rs. in crores)				
Scheme	Sixth Plan outlay	1980-81	1981-82	1982-83 (Proposed)
1	2	3	4	5
Post-matric scholarships	130.00	20.00	22.00	27.00
Pre-matric scholarships for children of those engaged in unclean occupations.	8.00	0.31	1.65	1.65
Book Banks . . .	3.00	0.30	0.55	0.55
Girls Hostels . . .	13.00	1.45	1.93	2.50
Coaching and allied schemes.	3.50	0.50	0.60	0.70
Aid to voluntary organisations.	7.50	1.25	0.85	0.90
Implementation of Protection and Civil Rights Act, 1955	6.00	2.00	2.00	2.00
Grants-in-aid to voluntary organisations	65.00	12.00	13.25	15.00
Research and Training.	4.00	0.45	0.25	0.25
<b>Total</b>	<b>240.00</b>	<b>38.26</b>	<b>43.08</b>	<b>55.55</b>

In the course of the Sixth Plan period the average yearly outlay amounted to Rs. 48 crores. As against this the earmarked outlays during 1980-81 and 1981-82 were kept lower than the average i.e. Rs. 38.26 crores and 43.08 crores respectively. It is likely that more funds would flow in the remaining three years of the Plan period.

In addition to Backward Classes Sector, the Scheduled Castes and Scheduled Tribes also benefited from the programmes Tribal Sub-Plan and Special Component Plans prepared by the State Governments/ Union Territory Administrations and the Central Ministries, the details of which have been discussed elsewhere in this Report.

#### *Integrated Rural Development Programmes*

The Integrated Rural Development Programme launched in 1978-79 aims at reduction of unemployment in the rural areas and provision of assets and inputs to the rural poor for enabling them to rise above the poverty line. The intention is to help small and marginal farmers, agricultural and non-agricultural labourers, rural artisans and craftsmen, Scheduled Castes and Scheduled Tribes and in fact all persons who live below the poverty line. Since 2nd October, 1980 the programme is under implementation in all the 5011 development blocks in the country. The programme aims to cover 600 families in block per year and 15 million families are proposed to be covered in the country by the end of Sixth Plan. The financial allocation for this programme would be Rs. 750 crores by States, Rs. 750 crores by the Ministry of Rural Development and Rs. 3,000 crores by the Banking Sector, total being Rs. 4,500 crores. During 1980-81, it was envisaged that at least 20% of the beneficiaries should be from among the Scheduled Castes and Scheduled Tribes. From 1981-82 this percentage has been raised to 30%. The State Governments have also been urged to attempt a higher coverage wherever practicable. Under this programme, assistance is available for all the viable and bankable economic activities, e.g. agriculture, animal husbandry, minor irrigation, weaving, sericulture, horticulture, fisheries, small and cottage industries. Identification of beneficiaries is done on the basis of household surveys. An outlay of Rs. 10,000 per block has been provided for meeting the cost of household surveys.

During 1980-81 the performance of IRDP was as shown below :

(i) Central share allocation	Rs. 127.80 crores
(ii) Central share released	Rs. 82.58 crores
(iii) State share	Rs. 82.58 crores
Total (ii) & (iii)	Rs. 165.16 crores
(iv) Utilisation of funds	Rs. 150.45 (91%)
(v) Credit by Banking institutions	Rs. 199.02 crores

(vi) Beneficiaries	Total 27.75 lakhs
	SC 4.96 lakhs (18%)
	ST 1.86 lakhs (7%)
	SC/ST 6.82 lakhs (25%)

From the above description it is seen that the size of credit by Banking institutions which should have been double the utilization of funds (Rs.  $150.45 \times 2 =$  Rs. 300.90 crores) has been short by Rs. 101.80 crores (Rs. 300.90 — Rs. 199.02). Among the beneficiaries the percentage of Scheduled Castes was 18% and that of Scheduled Tribes 7%. Against the target of Rs. 750 crores as Central release i.e. Rs. 150 crores per year, during 1980-81 funds released amounted to only Rs. 82.58 crores.

This shows that during 1980-81, the programme could not gather sufficient momentum in rural areas. The Commission therefore recommend that adequate infrastructure may be built in all the blocks having sizeable concentrations of Scheduled Tribes and Scheduled Castes so that provisions made for persons belonging to these categories could be gainfully utilized. One of the objectives in the Sixth Plan is to enable half of the Scheduled Castes and Scheduled Tribes population to cross the poverty line and Integrated Rural Development Programme being a major employment generating programme, it is recommended that the schemes should be so formulated and implemented that the Scheduled Castes and Scheduled Tribes form atleast 50% of total beneficiaries.

#### *Assistance rendered by Banks to Scheduled Castes and Scheduled Tribes*

The scheme of differential rate of interest was introduced in 1972 to help the weaker sections of society. The maximum amount of loan under the scheme did not exceed Rs. 1,500 for working capital and Rs. 5,000 for term loans at 4% rate of interest. The Government of India subsequently agreed that in the case of small scale industries/village artisans in the decentralised sector, advances under the scheme could be granted upto Rs. 6,500 by way of composite loan without any further distinction regarding working capital and term loan. Information regarding the work done by the Banks in assisting Scheduled Castes and Scheduled Tribes during 1979 and 1980 (upto June) is given below:

	July, 1979	June, 1980
1. No. of borrowal Accts . . . . .	18,34,000	22,30,000
2. Amount of loan outstanding . . . . .	Rs. 114 crores	Rs. 155 crores
3. Average amount of loan per account	Rs. 619	Rs. 695
4. SC/ST borrowers . . . . .	7,54,000	9,61,000
5. Amount outstanding against SC/ST borrowers . . . . .	Rs. 47 crores	Rs. 69 crores
6. Percentage of outstanding advances to SC/ST to total advances	42%	44% (against the target of 40%)

The above information shows that the Banks have started making positive contribution in assisting Scheduled Castes and Scheduled Tribes through the implementation of DRI Schemes.

Against the target of 1% of total lendings towards DRI Scheme it has been learnt that till December, 1980 the Banks achieved following targets :

Name of Bank	Percentage of DRI Advances to total advances
1. State Bank of India . . . . .	1.33
2. Subs. of State Bank of India . . . . .	0.95
3. Central Bank of India . . . . .	1.33
4. Bank of India . . . . .	0.97
5. Punjab National Bank . . . . .	1.40
6. Bank of Baroda . . . . .	1.24
7. United Commercial Bank . . . . .	0.88
8. Canara Bank . . . . .	0.50
9. United Bank of India . . . . .	0.35
10. Dena Bank . . . . .	0.73
11. Syndicate Bank . . . . .	0.73
12. Union Bank of India . . . . .	1.10
13. Allahabad Bank . . . . .	0.74
14. Indian Bank . . . . .	0.52
15. Bank of Maharashtra . . . . .	0.78
16. Indian Overseas Bank . . . . .	1.02
17. Andhra Bank . . . . .	0.35
18. New Bank of India . . . . .	0.51
19. Punjab & Sind Bank . . . . .	0.32
20. Vijaya Bank . . . . .	0.60
21. Oriental Bank . . . . .	0.41
22. Corporation Bank . . . . .	0.15
Total . . . . .	1.01

It would be observed from above that progress was less satisfactory in case of subsidiaries of State Bank of India, Bank of India, United Commercial Bank, Canara Bank, United Bank of India, Dena Bank, Syndicate Bank, Allahabad Bank, Indian Bank, Bank of Maharashtra, Andhra Bank, New Bank of India, Punjab & Sind Bank, Vijaya Bank, Oriental Bank and Corporation Bank.

At the end of December, 1980 total number of borrowal accounts numbered 25.10 lakhs and out of this the number of accounts of Scheduled Castes and Scheduled Tribes was 11.17 lakh (44.52%). The Banks in which percentage of Scheduled Castes and Scheduled Tribes borrowers was less than 40% happened to be subsidiaries of State Bank of India, Canara Bank, Syndicate Bank, Indian Bank, Punjab & Sind Bank, Vijaya Bank and Corporation Bank.

At the end of December, 1980 out of Rs. 19,248.87 lakhs advanced, 45.39% of amount was given to Scheduled Castes and Scheduled Tribes persons i.e. Rs. 8,736.94 lakhs and the position could be termed satisfactory against the target of 40% coverage. The progress was, however, not satisfactory in case of 7 Banks viz. State Bank of India, Canara Bank, Allahabad Bank, Punjab & Sind Bank, Vijaya Bank, Oriental Bank and Corporation Bank.

It is significant to observe that the recommendations made by the Working Group set up by the Reserve Bank of India on the "Modalities of implementation of the Priority Sector Lending and 20-Point economic programme by Banks", were generally accepted by the Government and the Reserve Bank of India. Subsequently, in October, 1980, Reserve Bank of India issued instructions to the Commercial Banks on the following points :

- the overall assistance to the priority sector (agriculture, small scale industries, consumption loans and housing loans for the poor) should constitute 40% of total advance by March, 1985.
- at least 40% of advances out of priority sector, (or say 16% of total advances) should go to agriculture and allied sectors.
- Out of (b) above i.e., agriculture and allied sectors, at least 50% advances should go to weaker sections by March, 1983. Weaker sections shall mean small and marginal farmers and landless labourers. Persons engaged in allied activities whose borrowing limits do not exceed Rs. 10,000 also constitute Weaker Sections.
- advances to Weaker Sections in small scale industries should constitute 12.5% of total advances to Small Scale Industries by 1985.

As on the last Friday of December, 1980 under the Priority Sector Advances out of Rs. 129.80 lakhs borrowal accounts the share of Scheduled Castes and Scheduled Tribes was of the order of Rs. 20.71 lakhs (15.96%). With regard to total amount outstanding being Rs. 7,852 crores, the share of Scheduled Castes/Scheduled Tribes was Rs. 329 crores, i.e. 4.32%. Thus it is obvious that as against 15.96% accounts in favour of Scheduled Castes and Scheduled Tribes lending to them was only 4.32%.

### Regional Rural Banks

The Regional Rural Banks were established to meet the credit requirements of weaker sections, small and marginal farmers, landless labourers, artisans and small entrepreneurs. Till June, 1980, 102 Rural Banks with 3598 branches had been established. State-wise particulars are given below :

Sl. No.	State	No. of Regional Rural Banks	No. of Branches
1.	Andhra Pradesh . . . .	5	349
2.	Assam. . . . .	3	63
3.	Bihar . . . . .	17	730
4.	Gujarat . . . . .	2	47
5.	Haryana . . . . .	22	106
6.	Himachal Pradesh . . . .	1	31
7.	Jammu & Kashmir . . . .	3	78
8.	Karnataka . . . . .	4	283
9.	Kerala . . . . .	2	185
10.	Madhya Pradesh . . . . .	12	305
11.	Maharashtra . . . . .	1	100
12.	Manipur . . . . .	1	—
13.	Orissa . . . . .	8	249
14.	Rajasthan . . . . .	5	245
15.	Tamilnadu . . . . .	1	85
16.	Tripura . . . . .	1	31
17.	Uttar Pradesh . . . . .	27	514
18.	West Bengal . . . . .	7	197
Total . . . . .		102	3598

The position of Deposits and Advances was as shown below :

Period	Rs. in crores	
	Deposits	Advances
March, 1980 (65 RRBs)	223	274
March, 1981 (84 RRBs)	140	168

Advances to small/marginal farmers, landless labourers and rural artisans showed an increase from Rs. 115 crores in June, 1980 (68.6%) to Rs. 157 crores in December, 1980 (69.2%).

The Commission recommend that the branches of Regional Rural Banks should be set up at all the places having concentration of tribal population and Blocks having more than 20% Scheduled Caste population.

### Minimum Needs Programme

Under the Minimum Needs Programme it is intended to provide free or subsidised services through public agencies to improve the consumption level of those living below the poverty line and thereby improve their productive efficiency. As against the allocation of Rs. 2,607 crores in the Fifth Plan, the outlay was raised to Rs. 5,807 crores (i.e. by 123%) during the Sixth Plan to accord high priority to MNP. The components of the MNP are as follows :

- Elementary Education
- Rural Health
- Rural Water Supply
- Rural Roads
- Rural Electrification
- Housing assistance to rural landless labourers
- Environmental improvement of Urban slums.
- Nutrition.

It is observed from the Sixth Plan document that during the past years, States such as Punjab, Haryana, Maharashtra, Gujarat, Kerala, Andhra Pradesh, Tamilnadu, and Karnataka made good progress in the implementation of this programme while States like Madhya Pradesh, Rajasthan, Uttar Pradesh, Bihar, Orissa, West Bengal and North Eastern States lagged behind.

Schematic distribution of outlays during 1980-81 was as follows :

Scheme	Revised approved outlay (Rs. in lakh)	Percentage
1. Rural Electrification . . . .	5368.00	7.13
2. Rural Roads . . . . .	20196.20	26.84
3. Education . . . . .	12790.44	17.00
4. Rural Health . . . . .	5983.69	7.95
5. Rural Water Supply . . . . .	20090.27	26.70
6. House sites for Rural Landless	5406.00	7.18
7. Environmental improvement for slums	2284.79	3.04
8. Nutrition . . . . .	3126.34	4.15
Total . . . . .	75245.73	100

Information given above indicates that half of the outlays under MNP flowed towards Rural roads and Rural Water Supply and remaining half towards rest of the 6 items. The outlay for House sites for rural landless constituted 7.18% of the total and appeared to be inadequate considering the magnitude of the problem.

Information regarding State-wise allocations during 1980-81 is given below :

Sl. No.	State/U.T.	Outlay (Rs. in lakh)	Per-centage
1.	Andhra Pradesh . . . . .	4658.00	6.19
2.	Assam . . . . .	3878.89	5.15
3.	Bihar . . . . .	6919.89	9.20
4.	Gujarat . . . . .	4920.00	6.54
5.	Haryana . . . . .	1352.00	1.80
6.	Himachal Pradesh . . . . .	1559.50	2.07
7.	Jammu & Kashmir . . . . .	2093.00	2.78
8.	Karnataka . . . . .	3641.00	4.84
9.	Kerala . . . . .	1617.00	2.15
10.	Madhya Pradesh . . . . .	4826.78	6.41
11.	Maharashtra . . . . .	6260.00	8.32
12.	Manipur . . . . .	761.00	1.01
13.	Meghalaya . . . . .	765.56	1.02
14.	Nagaland . . . . .	488.19	0.65
15.	Orissa . . . . .	2163.00	2.87
16.	Punjab . . . . .	1358.75	1.81
17.	Rajasthan . . . . .	3868.00	5.14
18.	Sikkim . . . . .	323.00	0.43
19.	Tamilnadu . . . . .	3062.00	4.07
20.	Tripura . . . . .	762.21	1.01
21.	Uttar Pradesh . . . . .	11750.00	15.62
22.	West Bengal . . . . .	5522.00	7.34
<i>U.Ts</i>			
1.	Andaman & Nicobar . . . . .	214.10	0.28
2.	Arunachal Pradesh . . . . .	645.76	0.86
3.	Chandigarh . . . . .	59.20	0.08
4.	Dadra & Nagar Havell . . . . .	33.40	0.04
5.	Delhi . . . . .	991.20	1.32
6.	Goa, Daman & Diu . . . . .	138.95	0.18
7.	Lakshadweep . . . . .	12.02	0.02
8.	Mizoram . . . . .	505.50	0.67
9.	Pondicherry . . . . .	96.42	0.13
Total . . . . .		75245.73	100%

It is observed from the information contained in above table that nearly 16% of the total outlay was allocated for Uttar Pradesh, followed by

Bihar (9.20%), Maharashtra (8.32%), West Bengal (7.34%), Gujarat (6.54%), Madhya Pradesh (6.41%) and Andhra Pradesh (6.19%). Allocations upto 5% were made for Assam, Haryana, Himachal Pradesh, Jammu & Kashmir, Karnataka, Kerala, Manipur, Meghalaya, Nagaland, Orissa, Punjab, Rajasthan, Sikkim, Tamilnadu and Tripura. It is recommended that for States like Orissa, Rajasthan and Tamilnadu which have sizeable scheduled Caste and Scheduled Tribe population the desirability of providing enhanced allocations under the Minimum Needs Programme should be considered.

*Measures adopted to assist Scheduled Castes/ Scheduled Tribes persons for setting up Small Scale Units, etc.*

According to information furnished by the Department of Industrial Development, Ministry of Industry is offering the following facilities/incentives to Scheduled Castes and Scheduled Tribes :

- (i) Special Entrepreneurial Development Programmes are being organised by the Small Industries Service Institutes (SISIs) for the benefit of Scheduled Castes and Scheduled Tribes entrepreneurs. 15% of seats are reserved for persons belonging to Scheduled Castes and Scheduled Tribes communities in various training programmes organised by the SISIs.
- (ii) Training Programmes are being organised by the Central Footwear and Training Centres at Agra and Madras and also by SISIs and Extension Centres for improving the skill of traditional artisans in leather industry in which more than 65% of workers belong to these communities.
- (iii) The S.I.D.O. provides comprehensive consultancy services in Technical, Managerial, Economic and other disciplines. Such services are provided mostly free-of-cost and wherever charges are leviable Scheduled Caste and Scheduled Tribe entrepreneurs are given 50% concession.
- (iv) Small scale units run by Scheduled Caste and Scheduled Tribe entrepreneurs are allowed 10% concession in testing charges to make them avail the testing facilities available in Regional Testing Centres and SISIs for improving their quality of products.
- (v) The State Leather Development Corporations were advised to prepare specific programmes for the development of leather industry. The programmes suggested include marketing assistance, supply of raw materials and other inputs, common facility services, supply of tools and equipment, provision of work-sheds etc.



(vi) The State and Union Territory Governments were requested to give preference to members of Scheduled Castes and Scheduled Tribes communities in disbursement of loans through DICs. The General Managers of DICs were advised to give special attention for increasing the participation of Scheduled Caste and Scheduled Tribe and other backward classes in the mainstream of the industrial development while preparing the Action Plans. Guidelines were issued by the organisation of promotional schemes and training programmes for Rural Artisans with a view to improve their techniques and tools and setting them up in their trades. The scheme provides for payment of stipend upto maximum of Rs.100 per month per trainee, 100% subsidised tool-kit subject to a ceiling of Rs. 250/- after their training and a subsidy of 33.3% for plant and machinery and managerial subsidy on a tapering basis for 4 years. Subsidy for construction of workshop is also provided upto 33.3%. Under the IRD/TRYSEM programme in which DICs are actively participating preference is given to members of the Scheduled Castes and Scheduled Tribes in selection for training.

(vii) Seed/Margin Money assistance is provided to 'Tiny' units including those run by Scheduled Castes and Scheduled Tribe entrepreneurs upto 15% of eligible investment subject to a maximum of Rs. 30,000 as against the normal rate of 10%.

Information received in respect of 324 District Industries Centres has revealed that out of 2,92,836 entrepreneurs identified during 1980-81, 50,708 entrepreneurs (about 17%) belonged to Scheduled Castes and Scheduled Tribes communities. Out of 2,37,564 new units established during the year, 59,575 units i.e. about 25% were set up by the entrepreneurs belonging to Scheduled Castes and Scheduled Tribes. Out of 8,07,145 additional jobs created during the year, 1,38,049 went to persons belonging to Scheduled Castes and Scheduled Tribes (i.e. about 17%). The share of these communities out of the credit advanced by the financial institutions during 1980-81 was Rs. 19.80 crores which was about 7% of the total credit assistance amounting to Rs. 286.80 crores.

The National Small Industries Corporation offers Liberalised Hire purchase terms and conditions for procurement of machinery and equipment to the Scheduled Castes/Scheduled Tribes. These groups are given rebate of 5% in respect of earnest money, 2% in administrative charges and an interest rebate of 2%. During 1980-81 about 60 entrepreneurs belonging to Scheduled Castes and Scheduled Tribes were assisted by the Corporation. It is good to note that incentives/facilities offered to Scheduled Castes and Scheduled Tribes for setting up Small Scale units,

etc. have started showing positive results. The tempo requires to be accelerated to cover larger number of Scheduled Castes/Scheduled Tribes under their programmes to improve their economic conditions.

#### *Allotment of Distributive Agencies etc.*

Efforts were made to encourage persons belonging to Scheduled Castes and Scheduled Tribes to avail of road transport permits, catering contracts for Railways, dealerships for fertilizer and gas, kerosene etc., details of which are given in the subsequent paragraphs.

#### *Road Transport*

On the recommendation of Transport Development Council, the Ministry of Shipping and Transport made a special provision in the Motor Vehicles Act under which reservation is made for persons belonging to Scheduled Castes and Scheduled Tribes in National Permits as well as Zonal Permits for State carriages. The extent of reservation quota is equal to the percentage of reservation in services through direct recruitment. During 1980-81, the number of National Permits for Public carriers were raised from 8,300 to 16,600 and that of Zonal Permits from 14,284 to 21,426. The State Governments were requested by the Ministry of Shipping and Transport to furnish detailed information with regard to quota released to Scheduled Castes and Scheduled Tribes persons latest by March, 1982. As the issue of permits involves procedural matters like filling of applications, notification, appeal and review of cases, the Ministry expected to obtain the required particulars by June, 1982.

It has been observed from the information received from Haryana, Maharashtra and Gujarat States that due to complete nationalisation of road transport in these States, no licences are given to private parties for bus routes. In Assam 47 Scheduled Caste and 40 Scheduled Tribe persons were given permits during 1980-81 as against their number during 1978-79, being 33 each for Scheduled Caste and Scheduled Tribe and 42 Scheduled Castes and 36 Scheduled Tribes in 1979-80.

In Pondicherry one Scheduled Caste person was released temporary permit and one Scheduled Caste person pucca permit during 1980-81. In Karnataka State during 1979-80, 2 Scheduled Castes persons were given permit for state carriages and 1 Scheduled Caste for bus route. As regards National Permits are concerned there was no applicant from among the Scheduled Castes and Scheduled Tribes in Himachal Pradesh, Punjab, Karnataka, Jammu & Kashmir, and Goa, Daman & Diu.

It is understood that even after obtaining 70% to 80% of the required amount from the financial institutions, an applicant is required to manage amounts ranging between Rs. 50,000 to 80,000 to put the vehicle on the road and many a time

this is beyond the capacity of Scheduled Caste/Scheduled Tribe persons. Considering this problem the Commission would like to recommend that adequate provisions may be made to link the issue of permit with that of arranging the margin money also.

The Commission further recommends that the Ministry of Shipping and Transport should set up a monitoring cell in the Road Transport Division to safeguard the interests of Scheduled Castes and Scheduled Tribes persons in the release of National and Zonal Permits and also in helping them to secure finances from the Financial Institutions in the country.

#### *Ministry of Railways*

The Indian Railways made provisions of reservation for Scheduled Castes and Scheduled Tribes in the award of catering/vending and fruit vending contracts. In the 1 unit contracts (Dining/Pantry/Kitchen car/Refreshment Room/ Restaurant) contractors belonging to Scheduled Castes and Scheduled Tribes are given preference and experience in trade is not insisted upon. For 1/2 unit contracts, (such as, Tea Stall, Fruit Stall, etc.) and for 1/4 unit contracts (such as, Trolley, Khomcha, etc.) these contracts have been reserved exclusively for Scheduled Castes and Scheduled Tribes. In case, there is no applicant from among the Scheduled Castes and Scheduled Tribes for 1/4 units as well as for 1/2 units contracts these are treated as unreserved provided the Railway Board has given permission for de-reservation.

Information regarding the number of catering/vending contracts allotted to the Scheduled Caste/Scheduled Tribe persons during 1980-81 is given below :

Railways	No of catering/vending contracts allotted		
	Total	SC/ST	%
1. Central (upto 1/2 unit)	1	1	100%
2. Northern (upto 1/2 unit)	21	21	100%
3. South Central (upto 1/2 unit)	5	3@	60%
1 unit	1	Nil	Nil

It is reported that the Ministry of Railways had imposed a ban during 1981-82 for any new contracts due to over congestion.

#### *Allotment of dealership for fertilizers*

Reservation of 25% for Scheduled Caste and Scheduled Tribe candidates for dealerships have

been introduced by the undermentioned concerns :

1. Rashtriya Chemicals and Fertilisers Ltd., Bombay-400 074.
2. National Fertilizers Ltd., New Delhi. 110 065.
3. Hindustan Fertilisers Corporation Ltd., Calcutta-700 071.
4. The Fertiliser Corporation of India Ltd., New Delhi-110 019.

The candidates belonging to Scheduled Castes and Scheduled Tribes are also eligible for other concessions like no dealership deposits, no warehousing charges, training facilities and obtaining credit from nationalised banks. The field staff has also been instructed to take special care of Scheduled Castes and Scheduled Tribes in helping them to develop into full fledged dealers. Statistical information regarding total number of dealers and the dealers belonging to Scheduled Castes and Scheduled Tribes as on 31-3-1981 is given in the following table :

Sl. No.	Total dealers	Dealers belonging to SC/ST	Percentage
1. Rashtriya Chemical and Fertilisers Ltd., Bombay.	3,485	266	7.63
2. National Fertilisers Ltd., New Delhi.	686	42	6.12
3. Hindustan Fertilisers Corp. Ltd., Calcutta	2,539	47	1.85
4. The Fertiliser Corpn. of India Ltd., New Delhi.	1,221	147	12.04

It would be seen from above that the percentage of dealers belonging to Scheduled Castes and Scheduled Tribes is low and the position is particularly discouraging with regard to Hindustan Fertiliser Corporation Limited, Calcutta where only 1.85% of the dealers belonged to Scheduled Castes and Scheduled Tribes. Rashtriya Chemicals and Fertilizers Limited, Bombay informed that candidates belonging to Scheduled Castes and Scheduled Tribes did not continue in business due to paucity of finance and shyness to face the business hazards and very few dealers developed themselves as full fledged dealers. Hindustan Fertilizer Corporation Limited, Calcutta and Fertiliser Corporation of India Limited, New Delhi mentioned that inspite of advertising several times, the response was found to be poor from amongst Scheduled Castes and Scheduled Tribes.

NOTE: 1@ There were only 3 applicants from among the Sch. Castes and Sch. Tribes and all of them were awarded the contract. Although they had not deposited the licence fee, they commenced their work.

2. Information from other Zonal Railways such as Western, Eastern, Southern, North-Eastern, South-Eastern and North-East frontier was not available.

### *Allotment of Dealerships for Gas, Kerosene, etc.*

Reservation of 25% in dealerships for Scheduled Castes and Scheduled Tribes was introduced by the Ministry of Petroleum, Chemicals and Fertilizers in September, 1977. From September, 1977 to June, 1980 advertisement for dealership was common for all categories with preference to applicants belonging to Scheduled Castes and Scheduled Tribes, subject to other things

being equal. These guidelines were revised by the Ministry in June, 1980 and it was desired that locations for new dealerships to be allotted to Scheduled Castes and Scheduled Tribes persons may be pre-determined by the Industry and a roster maintained State-wise.

The benefits accruing to Scheduled Castes and Scheduled Tribes persons are shown in the following table :

Sr. No.	Item	Beneficiaries (in percentages)							
		Upto 1979-80				1980-81			
		SC	ST	Others	Total	SC	ST	Others	Total
1	2	3	4	5	6	7	8	9	10
1.	Gas (LPG).	1.16	0.92	94.91	100	20	12	68	100
2.	Kerosene/Light Diesel Oil	0.84	0.38	98.78	100	27	—	73	100
3.	Retail Outlets	1.35	0.15	98.50	100	35.68	2.70	61.62	100

It is seen from the table that upto 1979-80 hardly 1.5% beneficiaries belonged to Scheduled Castes and Scheduled Tribes whereas their representation in 1980-81 (against 25% reservation) has increased to 32% in Gas (LPG), 27% in Kerosene/Light Diesel oil and 38.38% in Retail outlets. The representation given to Scheduled Castes in LPG gas (45.15%) and Kerosene/light diesel oil (75%) during 1980-81 by the Bharat Petroleum Corporation Ltd. was satisfying. Details have been furnished at Annexure II. Although Indian Oil Corporation Ltd., and Hindustan Petroleum Corporation Ltd. have selected Scheduled Tribes candidates for all the three categories viz. Gas (LPG), Kerosene/Light Diesel Oil and Retail outlets, it is disheartening to note that the Bharat Petroleum Corporation has not selected any person belonging to Scheduled Tribe category. The intake of tribal candidates in the Hindustan Petroleum Corporation Ltd. is inadequate.

The Commission recommend that efforts should be made to develop entrepreneurial skill among the tribals for undertaking dealerships/distributor ships/Retail outlets of Gas (LPG), Kerosene/Light Diesel Oil and other outlets (MS, HSD).

The State Governments also allot agencies for the distribution of essential items, cement, fair price shops, commercial sites and shops etc. for which no information is available. It is suggested that suitable procedures should be evolved by the concerned State Governments to ensure that at least proportionate benefits are derived by Scheduled Castes and Scheduled Tribes.

### *Minimum Wages for Agricultural Workers*

To check exploitation of agricultural workers majority of whom belong to Scheduled Castes and Scheduled Tribes, it has been felt necessary to fix minimum rates of agricultural wages and to make suitable provisions for its enforcement. So far the rates of minimum wages have not been fixed in Jammu and Kashmir, Sikkim, Arunachal Pradesh and Mizoram.

State-wise information regarding prevailing rates of wages and the respective dates from which the same are effective is given at Annexure III. The rates vary according to areas and type of work. It would be seen therefrom that the daily rates range from Rs. 3.25 to Rs. 5.60 (Karnataka) to Rs. 11.74 to Rs. 12.72 (Punjab). It also appears that in some of the States/U. Ts like those of Bihar, Gujarat, Karnataka, Dadra & Nagar Haveli, Goa, Daman & Diu, the agricultural workers continue to be paid at the rates which were effective either in 1975 or 1976. It is necessary that to protect the interests of agricultural workers, the rates of wages should be reviewed and revised once at least in two years. The existing rates of wages appear to be low particularly in Andhra Pradesh, Bihar, Gujarat, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Nagaland, Orissa, Tamil Nadu, Tripura, Andaman & Nicobar Islands, Dadra & Nagar Haveli, Goa, Daman & Diu.

There have been complaints that the implementation of the provision of the Act has not been satisfactory. A study conducted by the field office, Madras of this Commission in the respective districts of Salem and Tiruchirapalli of Tamilnadu State revealed that landlords employing more than three labourers were

required to display important provisions of the Act in the regional language and to maintain wage slips, but this was not being done. Village Committees comprising of officials, landowners, and agriculture workers were required to be formed but Scheduled Caste labourers were ignorant about this. Though same rates of wages had been prescribed for men and women this was seldom practised.

There is a need for strengthening the machinery responsible for the implementation of this Act. This fact has been acknowledged by the State Governments of Assam, Orissa, Tamilnadu, Madhya Pradesh also. It has not been possible for the Government of Assam due to lack of staff to enforce the minimum wages notification for agricultural workers everywhere. In Orissa the officers of Revenue, Harijan and Tribal Welfare were declared 'Inspectors' under the Act to oversee the payment of minimum wages to agricultural labourers. But this arrangement has not proved satisfactory and inspecting officers required to be appointed at the block level to oversee payment of wages to agricultural workers. In Tamilnadu the Inspectors under the Minimum Wages Act do not have powers to take suo moto action to prosecute the delinquents for non-payment of minimum wages. A proposal to amend the Minimum Wages Act so as to empower the Inspectors with suo moto powers to sanction prosecutions is reported to be under consideration of the State Government. The Government of Madhya Pradesh expressed the view that the work of implementation of Minimum Wages Act for agricultural workers needs special attention and separate machinery is needed for the same.

According to available information efforts to organise agricultural workers and to give them leadership training have been made in Assam, Haryana, Himachal Pradesh, Kerala, Madhya Pradesh, Orissa and Pondicherry. In Assam all the central trade unions have been requested to organise the agricultural workers. In Haryana the labourers are encouraged to organise themselves and the training of workers is organised by Workers Education Board. In Himachal Pradesh the field staff of the Labour Department educates agricultural labourers during their visits. A few camps for workers education were held in the remote areas of the Pradesh in collaboration with the Board of Workers Education. 5 unions of agricultural workers are also reported to have been formed. In Kerala, the agricultural workers are generally organised. All Central Trade Unions have organised trade unions in the agricultural sector also. Under the workers education scheme there are three types of full time programmes for rural workers. In all these programmes subjects like Minimum Wages and Agricultural Workers Act are included as syllabus for discussion. In Madhya Pradesh 55 posts of honorary organisers were created to educate agricultural labourers and let them organise

their unions and also to acquaint them with their rights. In the first phase 55 blocks were selected out of which 45 are in tribal areas. In Orissa rural labour camps have been organised at different places to educate the rural labourers about the provisions of Minimum Agriculture Wages Act.

Information regarding prosecutions launched against the erring employees was available in respect of Gujarat only. Between June, 1980 to December, 1981, 88,087 inspections were carried out by the officers. 1,471 prosecutions were launched against the employers for breach of law and in 983 cases the offenders were convicted by the Courts. 5,795 meetings were held by Government officers with the farmers and agricultural labourers and an amount of Rs28,93,363 was paid as difference of wages to agricultural labourers.

It is also worth mentioning that the Government of Gujarat has introduced a scheme to provide pension at the rate of Rs. 15 per month to old and infirm agricultural labourers.

The Commission is of the view that there is a need of bridging wide disparities in rates of wages in different parts of the country even if absolute uniformity is not possible. A concept of minimum wage for the country requires to be developed. There is also the need for strengthening the machinery responsible for the implementation of this Act.

It helps in checking the exploitation of agricultural workers if the State Governments could introduce scheme such as employment guarantee scheme on the pattern of the one introduced in Maharashtra where the enforcement of minimum rates of wages in agriculture has become effective because the labour in the rural areas has the assurance of getting employment on the Employment Guarantee Scheme works and so it is not possible for any one in the rural areas to exploit labour engaged in agricultural operations by paying low wages to them.

### *Bonded Labour*

The Bonded Labour system has been abolished and all the bonded labourers in the country now stand released under the Bonded Labour System (Abolition) Act, 1976. In practice the system is still prevailing in some form or the other in many parts of our country.

According to available information the system is reported to be non-existent in Meghalaya, Punjab, Sikkim, Tripura, Nagaland and U.Ts of Andaman and Nicobar Islands, Delhi, Lakshadweep and Pondicherry. It is, however, prevalent in mild form in Arunachal Pradesh and Haryana. During 1980 in one district of Arunachal Pradesh 254 bonded labourers were identified and rehabilitated. In Haryana, one case against 4 persons

was registered for employing 30 persons as bonded labourers. It related to P. S. Charkhi Dadri (District Bhiwani) and one of the accused was convicted for 3 months. As the freed labourers returned to Maharashtra State to which they belonged, there was no question of their rehabilitation. As regards Gujarat, it is reported that in 1976, 63 bonded labourers were identified and freed and since then no case has been registered. In Maharashtra State 292 bonded labourers were identified in Palghar Taluka of Thana District and freed and rehabilitated. No prosecutions were launched. Vigilance Committees were set up at 7 places only and proposals for other areas were under consideration. The State Government have informed that consequent upon the implementation of Employment guarantee scheme Bonded Labour System has been eliminated.

Till November, 1980, 1,20,561 bonded labourers were identified, in Andhra Pradesh (12,701), Bihar (4,218), Gujarat (42), Karnataka (62,689), Kerala (700), M.P. (1,531), Orissa (337), Rajasthan (6,000), Tamilnadu (27,874) and Uttar Pradesh (4,469). Out of these only 95,457 were rehabilitated.

For the rehabilitation of bonded labourers, Ministry of Labour introduced a scheme of providing financial assistance as a Centrally Sponsored Programme. The States have also rehabilitated bonded labourers out of other on-going programmes. The funds allocated during 1978-79 to 1980-81 are as shown below :

(Rs. in lakhs)

Sl. No.	State	Amount released		
		1978-79	1979-80	1980-81
1.	Andhra Pradesh .	20.00	17.73	19.17
2.	Bihar . . .	14.28	6.62	22.34
3.	Karnataka . .	10.28	7.14	125.15
4.	Kerala . . .	1.65	0.60	—
5.	Madhya Pradesh .	17.00	—	—
6.	Orissa . . .	5.11	1.00	10.22
7.	Rajasthan . .	14.00	10.53	10.35
8.	Tamilnadu . .	5.32	—	1.70
9.	Uttar Pradesh .	10.00	10.00	10.00
Total .		97.64	53.62	198.93

The details regarding the utilisation of Central Assistance are furnished in the following table :

*Utilisation of Central Assistance for the rehabilitation of bonded labourers*

(Rs. in lakhs)

Sl. No.	Amount utilised			
	1978-79	1979-80	1980-81	Total
1. Andhra Pradesh	18.01	17.73	13.24	48.98
2. Bihar. . .	11.29	1.93	—	13.22
3. Karnataka .	9.77	4.37	0.82	14.96
4. Kerala . . .	1.65	—	—	1.65
5. Madhya Pradesh	1.21	—	—	1.21
6. Orissa . . .	3.67	4.74	—	8.41
7. Rajasthan . .	14.00	—	—	14.00
8. Tamilnadu .	—	—	—	—
9. Uttar Pradesh .	10.00	10.00	—	20.00
Total	69.60	38.77	14.06	122.43

It is noted that out of Rs. 350.19 lakhs provided as Central assistance during 1978-79, the utilisation of funds was only to an extent of Rs. 122.43 lakhs (35%). Statewise position of utilisation of financial assistance in relation to allocations made and extent of problem that still remains are shown at Annexure IV.

The Commission consider that financial assistance for the rehabilitation of bonded labourers should be adequate so that released/rehabilitated bonded labourers may not revert to the old system of bondage. The Ministry of Labour may also examine the reasons as to why some of the State Governments were not utilising central financial assistance for the rehabilitation of bonded labourers, despite the fact that bonded labourers were identified and remained to be rehabilitated.

# ANNEXURE I

*Revised approved outlay and Actual expenditure on the Welfare of Sch. Castes/Sch. Tribes and other Backward Classes*

(Rs. in lakhs)

Sl. No.	Name of the State/Union Territory	1978-79			1979-80			1980-81
		Outlay	Expendi- ture	% of surrender	Outlay	Expendi- ture	% of surrender	Outlay
STATES								
1	Andhra Pradesh . . . . .	832	1347	Nil	787	757	3.81	987
2	Assam . . . . .	140	140	Nil	153	153	Nil	157
3	Bihar . . . . .	400	393	1.75	338	298	11.83	498
4	Gujarat . . . . .	860	528	38.60	860	762	11.39	1453
5	Haryana . . . . .	38	36	5.26	66	47	28.79	172
6	Himachal Pradesh . . . . .	41	71	Nil	80	72	10.00	53
7	Jammu & Kashmir . . . . .	25	25	Nil	37	36	2.70	46
8	Karnataka . . . . .	595	610	Nil	350	340	2.86	470
9	Kerala . . . . .	172	224	Nil	178	168	5.62	482
10	Madhya Pradesh . . . . .	495	493	0.40	629	580	7.79	652
11	Maharashtra . . . . .	979	1231	Nil	660	550	1.51	625
12	Manipur . . . . .	34	36	Nil	35	37	Nil	42
13	Meghalaya . . . . .	—	—	—	—	2	Nil	Nil
14	Nagaland . . . . .	—	—	—	—	—	—	—
15	Orissa . . . . .	115	112	2.61	163	160	1.84	202
16	Punjab . . . . .	229	229	Nil	398	397	0.25	389
17	Rajasthan . . . . .	75	73	2.67	49	67	Nil	128
18	Sikkim . . . . .	4	5	Nil	4	4	Nil	18
19	Tamilnadu . . . . .	865	640	26.01	767	606	20.99	1077
20	Tripura . . . . .	82	74	9.76	118	106	10.17	125
21	Uttar Pradesh . . . . .	1098	1083	1.37	690	698	Nil	645
22	West Bengal . . . . .	200	239	Nil	298	298	Nil	400
Total		7279	7589	Nil	6680	6138	7.84	8624

(Rs. in lakhs)

Sl. No.	Name of the State/Union Territory	1978-79			1979-80			1981
		Outlay	Expenditure	% of surrender	Outlay	Expenditure	% of surrender	Outlay
UNION TERRITORIES								
1.	Andaman & Nicobar Islands . . . . .	7.30	6.50	10.96	3.21	3.27	Nil	1.70
2.	Arunachal Pradesh . . . . .	—	—	—	—	—	—	—
3.	Chandigarh . . . . .	—	—	—	12.00	10.00	16.67	15.80
4.	Dadra & Nagar Haveli . . . . .	—	—	—	—	—	—	—
5.	Delhi. . . . .	96.61	96.10	0.53	90.00	49.33	45.19	90.00
6.	Goa, Daman & Diu . . . . .	9.48	11.41	Nil	9.35	—	100.00	9.00
7.	Lakshadweep . . . . .	—	—	—	—	—	—	—
8.	Mizoram . . . . .	2.27	—	100.00	—	—	—	—
9.	Pondicherry. . . . .	47.83	47.46	0.77	43.00	41.55	3.37	52.17
Total . . . . .		163.49	161.47	1.24	157.56	104.15	33.90	168.67
GRAND TOTAL . . . . . (States + U.Ts.)		7442.49	7750.47	Nil	6817.56	6242.15	8.44	8792.67



## ANNEXURE II

(Statement No. 1)

*Allotment of Dealerships/Distributorships/Retail Outlets to Scheduled Castes and Scheduled Tribes Persons in Indane Gas (LPG)*

Sl. No.	Name of the Corporation	Percentage of Reservation fixed		No. of dealership allotted till 1979-80			No. of dealership allotted during 1980-81			
		SC/ST	SC	ST	Others	Total	SC	ST	Others	Total
1	2	3	4	5	6	7	8	9	10	11
1.	Hindustan Petroleum Corporation Ltd.	25%	5	2	487	494	—	—	1 (100%)	1 (100%)
2.	Indian Oil Corporation Ltd.	25%	30	6	192	228	—	3 (23%)	10 (77%)	13 (100%)
3.	Bharat Petroleum Corporation Ltd.	25%	1	—	142	143	5 (45.45%)	—	6 (54.55%)	11* (100%)
Total			36	8	821	865	5	3	17	25
Percentage			4.16	0.92	94.91	100	20	12	68	100

\*In addition, 'Letter of Intent' has been issued to 10 prospective Dealers out of which 2 agencies have been allotted to Scheduled Castes and 8 to 'other category'.

## ANNEXURE II

(Statement No. 2)

*Allotment of Dealerships/Distributorships/Retail Outlets to Scheduled Castes and Scheduled Tribes Persons in Kerosene/Light Diesel Oil*

Sl. No.	Name of the Corporation	Percentage of reservation fixed	No. of dealership allotted till 1979-80				No. of dealership allotted during 1980-81			
			SC/ST	SC	ST	Others	Total	SC	ST	Others
1	2	3	4	5	6	7	8	9	10	11
1.	Hindustan Petroleum Corporation Ltd.	25%	12	1	1362	1375	4 (24%)	—	13 (76%)	17 (100%)
2.	Indian Oil Corporation Ltd.	25%	8	8	258	274	2 (17%)	—	10 (83%)	12 (100%)
3.	Bharat Petroleum Corporation Ltd.	25%	N.A.	N.A.	723	723	3 (74%)	—	1* (25%)	4 (100%)
Total			20	9	2343	2372	9	—	24	33
Percentage			0.84	0.38	98.78	100	27	—	73	100

\*Letter of Intent has been issued to 2 persons in 'Other category'.

**ANNEXURE II**  
(Statement No. 3)

*Allotment of Dealerships/Distributorships/Retail Outlets to Scheduled Castes and Scheduled Tribes Persons  
in other Retail Outlets (MS/HSD)*

Sl. No.	Name of the Corporation	Percentage of reservation fixed	No. of dealership allotted till 1979-80				No. of dealership allotted during 1980-81			
		SC/ST	SC	ST	Others	Total	SC	ST	Others	Total
1	2	3	4	5	6	7	8	9	10	11
1.	Hindustan Petroleum Corporation Ltd.	25%	19	5	3174	3198	6 (17%)	—	30 (83%)	36 (100%)
2.	Indian Oil Corporation Ltd.	25%	68	5	298	371	52 (62%)	5 (6%)	27 (32%)	84 (100%)
3.	Bharat Petroleum Corporation Ltd.	25%	6	—	3296	3302	8 (12.3%)	—	57 (87.71%)	65 (100%)
Total			93	10	6768	6871	66	5	114	185
Percentage			1.35	0.15	98.50	100	35.68	2.70	61.62	100

### ANNEXURE III

*Statement showing State-wise minimum wages in agriculture (for unskilled workers)*

Name of the State	Date from which effective	Rates of wages
Central Govt. . . . .	15-9-1980	Rs. 5.10 to Rs. 7.50 according to areas.
Andhra Pradesh . . . . .	7-2-1981	Rs. 4.25 to Rs. 10.00 per day according to zones.
Assam . . . . .	28-12-1981	Rs. 8.00 to Rs. 9.00 per day without meals or Rs. 7.00 per day with one meal according to occupation.
Bihar . . . . .	July, 1975	*Rs. 4.50 with one meal/Nashta in unirrigated areas and Rs. 5.00 with one meal/Nashta in irrigated areas.
Gujarat . . . . .	5-1-1976	Rs. 5.50 per day
Haryana . . . . .	2-1-1980	Rs. 7.50 to Rs. 10.00 per day with meal or Rs. 9.00 to Rs. 12.00 per day according to type of work.
Himachal Pradesh . . . . .	1-1-1981	Rs. 7.25 per day.
Jammu & Kashmir . . . . .	Minimum wages have not been fixed so far.	
Karnataka . . . . .	2-10-1975	Rs. 3.25 to Rs. 5.60 per day according to class of operation and type of land.
Kerala . . . . .	1-8-1980	Rs. 7.45 per day for light work and Rs. 9.20 per day for hard work.
Madhya Pradesh . . . . .	5-5-1979	Rs. 5.00 with customary perquisites, if any.
Maharashtra . . . . .	1-11-1978	Rs. 4.00 to Rs. 5.00 per day according to areas.
Manipur . . . . .	1-11-1980	Rs. 8.00 per day.
Meghalaya . . . . .	1-3-1980	Rs. 7.50 with mid-day meal per day
Nagaland . . . . .	11-2-1981	Rs. 7.00 per day.
Orissa . . . . .	1-12-1980	Rs. 5.00 per day.

\*Minimum wages in Bihar are fixed in kind according to areas and type of land but where wages are paid in cash these should not be less than those stated above.

Name of the State	Date from which effective	Rates of wages
Punjab . . . . .	1-10-1981	*Kandi area—Rs. 11.74 per day or Rs. 9.74 per day with meals. Other areas—Rs. 12.74 per day or Rs. 10.74 per day with meals.
Rajasthan . . . . .	1-1-1980	Rs. 6.25 to Rs. 8.00 according to areas.
Tamilnadu . . . . .	15-9-1979	Rs. 5.00 to Rs. 7.00 per day according to type of operations, except in Last Thanjavur where wage rates have been fixed under the Tamilnadu Agricultural Labour Fair Wages Act, 1969.
Tripura . . . . .	1-12-1979	Rs. 7.00 per day.
Uttar Pradesh . . . . .	9-1-1981	Rs. 6.50 to Rs. 8.50 per day according to zones.
West Bengal . . . . .	(Oct. 81 to Sept., 1982)	Adult Rs. 9.58 per day. child Rs. 6.89 per day.
Andaman & Nicobar Islands . . . . .	1-10-1980	Rs. 6.50 per day.
Chandigarh . . . . .	28-4-1979	Rs. 7.70 to Rs. 9.00 per day with meals or Rs. 9.70 to Rs. 11.00 per day, according to nature of work.
Dadra & Nagar Haveli . . . . .	15-4-1976	Rs. 5.50 per day.
Delhi . . . . .	1-1-1980	Rs. 9.25 per day.
Goa, Daman & Diu . . . . .	28-2-1976	Rs. 4.00 to Rs. 5.00 per day according to class of work.
Mizoram . . . . .	Fixation of	minimum wages in agriculture is under consideration.
Pondicherry		
(i) Mahe & Yanam region . . . . .	1-5-1976	Rs. 4.75 to Rs. 9.00 per day according to areas and nature of work.
(ii) Pondicherry and Karaikal region . . . . .	24-1-1981	Rs. 5.00 to Rs. 7.80 per day according to areas and nature of work.

\*The minimum rates of wages in the employment in agriculture are linked to the working Class Consumer Price Index Number.

# ANNEXURE IV

## *Extent of Bonded Labourers remain to be rehabilitated*

Sl. No.	State	Amount released during 1978—81 (in lakh)	Amount utilised in 1978—81 (Rs. in lakh)	Percentage	No. of persons rehabilitated			No. of persons yet to be rehabilitated
					On-going programme	Out-of Central assistance	Total	
1	2	3	4	5	6	7	8	9
1. Andhra Pradesh . . . . .		56.90	48.98	86.08	2880	7687	10567	2832
2. Bihar . . . . .		43.24	13.22	30.57	952	3422	4374	584
3. Karnataka . . . . .		142.57	14.96	10.49	39960	15545	55505	7194
4. Kerala . . . . .		2.25	1.65	73.33	138	170	308	854
5. Madhya Pradesh . . . . .		17.00	1.21	7.12	—	135	135	1396
6. Orissa . . . . .		16.33	8.41	51.50	—	5792	5792	1304
7. Rajasthan . . . . .		34.88	14.00	40.14	4256	1744	6000	36
8. Tamilnadu . . . . .		7.02	—	—	27311	359	27670	204
9. Uttar Pradesh . . . . .		30.00	20.00	66.67	1368	7265	8633	120
Total		350.19	122.43	34.96	76709	42119	119026	14524

## CHAPTER V

### SOCIAL DEVELOPMENT

Generally speaking, the social progress of the Scheduled Castes and the Scheduled Tribes has been impeded by their educational backwardness and observance of a distance between the more advanced groups and themselves besides their state of poverty and economic deprivation. While in the case of Scheduled Castes, disabilities arising out of untouchability and the presence of certain groups traditionally following certain occupations and trades which are unclean, accentuate and perpetuate social backwardness, in respect of Scheduled Tribes their isolated habitation causing inaccessibility to the trends of more advanced world are mainly responsible for such a situation. Under the circumstances, the removal of educational backwardness, improvement of the conditions of groups devoting themselves to unclean occupation, endeavour to improve housing, channelising to their habitations modern amenities like electricity, hygienic drinking water etc. are some of the aspects to be examined in this context. In the Second Report (1979-80) the Commission has examined various aspects of these matters and made some very detailed recommendations. However, the reactions of the State Governments and other authorities concerned with the implementation of these suggestions have not become so far available. Furthermore, the reports received in response to 9 circulars issued by the Commission to the States/U.Ts. and other authorities have also failed to yield adequate information. In the paragraphs that follow, an attempt has been made to discuss some of these aspects on the basis of information collected by the Commission from the few replies received in response to its circulars and from the Annual Reports for the year 1980-81 issued by the Ministries concerned in the Government of India.

#### *Special programmes for the improvement in the living and working conditions of Scheduled Castes engaged in sweeping and scavenging*

According to 1971 Census, the total population of those engaged in unclean occupations like those of scavenging, tanning and flaying was 10,40,193 of which 8,02,336 were working as sweepers and scavengers. The Scheduled Castes engaged in unclean occupations are treated as the lowest in the caste hierarchy. They, therefore, suffer from extreme social disabilities and economic deprivation because of the nature of and poor returns from the occupation in which they are engaged.

In pursuance of the recommendations made by the Scavenging Conditions Enquiry Committee headed by Prof. M. R. Malkani, a composite scheme of improvement in working and living conditions of those engaged in unclean occupations was included in Centrally Sponsored Programme under the Backward Classes Sector of Third Plan. The first part of the scheme related to the improvement of working conditions of sweepers and scavengers while the second part related to improvement of living conditions of those engaged in unclean occupations. The main idea was to avoid manual handling of night soil with a view to improving the social status of sweepers and scavengers as well as to ensure them the benefit of decent housing conditions.

The Government of India sanctioned grant in-aid to the Municipalities through the State Governments for the purchase of hand-carts, wheel barrows and other implements and protective appliances and for betterment of living conditions in the form of a subsidy for the construction of houses for those engaged in scavenging, sweeping and aid for house-sites for those engaged in other unclean occupations was provided.

An assessment of the actual achievements under this otherwise comprehensive scheme indicated that the scheme had not made much headway. The funds allotted to local bodies by the State Governments for improvement in the working conditions were in many cases spent on unsuitable equipments or could not be utilised at all or diverted for other purposes. As regards the houses, the physical achievements were much less than the targets. It was also found that the houses had been constructed in unhealthy surroundings without necessary amenities. The local bodies had also not cared to ensure that the houses constructed under this scheme were actually allotted to the sweepers and scavengers. The main reasons for this dismal performance was an apathy as well as lack of competence on the part of the local bodies and their financial difficulties. Another deficiency in the implementation of this scheme was that no monitoring of the utilisation of funds was done by the State Governments. During the Fourth Five Year Plan, the Government of India allocated Rs. 300 lakhs for the 'composite scheme' in order to give some discretion to the State Governments in utilisation of the funds on each component sub-scheme.

While reviewing the progress of the implementation of this scheme the Planning Commission was of the view that more funds should be provided to Civic Bodies to undertake the programme of converting dry latrines into flush out latrines on a large scale. They, however, felt that this scheme should be taken up under the general sector and not the backward classes sector, and accordingly from the year 1974-75 onwards no grants under this scheme were sanctioned by the Government of India to the State Governments under the Centrally Sponsored Scheme. However, in order to ensure a better education to the children belonging to the scavenging castes and others engaged in unclean occupations the Government of India introduced in the year 1977-78 a new scheme under the Centrally Sponsored Programme, viz., Pre-Matric Scholarship for children of those engaged in unclean occupations. The Scheme has been dealt with in the chapter on 'Education' in this Report.

The development of Scheduled Castes engaged in sweeping and scavenging is related with the following aspects :—

### 1. Conversion of dry latrines

Cleaning of dry latrines which is the most disagreeable occupation in its present form has to be tackled as special case. This step is a basic one which will, in the long run go to eliminate uncleanliness and contamination from the occupation as such. It was stressed in Commission's first report (1978-79) that dry latrines should be converted into water-borne ones under a time-bound programme of conversion with Government's assistance. Again in the 1979-80 report, it was pointed out that since local bodies alone may not be able to bear the burden of this scheme, loans on easy instalments may be arranged for this purpose by the State Governments to both the agencies i.e. the local bodies as well as the house-owners. The Commission have not received information regarding the manner in which this task has been taken up by the State Governments/U.T. Administrations during the year under report. It may, however, be observed that due to lack of will on the part of the Local Self Government Departments or the local bodies the programme is yet to be taken up in any sizeable scale. It is, therefore, reiterated that the State Governments should set apart specific amounts for conversion of dry latrines into flush out latrines and induce local bodies to draw up a phased programme to abolish dry latrines altogether and those who are engaged in cleaning dry latrines are simultaneously given alternative employment. Loans for this purpose should be arranged by the State Governments to both the agencies i.e. the local bodies as well as the house owner. A coordinated programme on these lines should be taken up under the

Special Component Plan with Special Central Assistance as the scavenger is, obviously, the most deprived of the Sch. Castes in the Country.

### 2. Stoppage of Private Scavenging and its municipalisation

Scavenging encompasses a broad spectrum of activities viz. cleaning of roads, carrying of refuse, cleaning of water borne system and cleaning of dry latrines. The Commission feel that since the practice of private scavenging, still found in some States, has contributed a good deal to the present dirty conditions of working, the occupation of scavenging of dry latrines should be municipalized within a period of four years in all the municipalities throughout the Country. Municipalisation of this occupation should be taken as a national programme for which the Government of India should assume the responsibility by providing funds and, further, they should ensure that the municipal laws are amended to bring about this much needed change.

### 3. Stoppage of carrying night soil as head-loads

It has been reported that the system of carrying night soil as head loads is not in vogue in New Delhi Municipal Corporation area, Chandigarh city, Punjab, Arunachal Pradesh, Mizoram and Meghalaya. In Andhra Pradesh in no municipality night soil is carried as head load now. In Haryana, this practice has been abolished with effect from 8th Aug., 1979 in the municipal areas. In the 1979-80 Annual Report of the Commission it was recommended that carrying of night soil as head load should be stopped forthwith by all the local bodies and rural areas as well. The State Governments should look into the matter and do the needful.

### Working Conditions

(a) *Wage structure* : The pay and allowances admissible to sweepers and scavengers in Andhra Pradesh, Gujarat, Haryana, Kerala, Maharashtra, Orissa, Mizoram and Meghalaya are at par with the Class IV employees of the State Government. The States of Assam and Himachal Pradesh and Bihar are some of the States which still do not treat the scavengers at par with the Class IV employees of the State Government. Considering the conditions under which these persons work and their status in the society this is the minimum that they should be given. It was, therefore, suggested in the last report (1979-80) that the sweepers and scavengers working in the local bodies must be categorised as regular Class IV employees and their service conditions should be similar to that of other Class IV employees of the Local Bodies/State Governments. The above recommendation is reiterated.

(b) *Supply of Wheel barrows, Scrappers Pans, Gumboots, Hand gloves, Buckets, Hand-driven trollies etc.* : In States like Andhra Pradesh, Assam,



Gujarat, J. & K., Maharashtra, Meghalaya, Tamil-Nadu and Delhi, U.T., sweepers and scavengers were using wheel barrows, scrappers, pans, gumboots, hand gloves, buckets and hand driven trollies. It is recommended that scheme of providing wheel barrows and other equipments should be extended throughout the country for the transportation of night soil. Besides, the local bodies should also select suitable spots where the wheel barrows could be washed and kept properly after the day's work. The achievements made in the scheme of introduction of wheel barrows etc. should be reported in terms of number of wheel-barrows, buckets, scrappers, pans, gumboot, hand gloves purchased as against the number of scavengers whose working conditions had been improved.

### (c) Supply of Uniforms

In regard to supply of uniforms the sweepers and scavengers should be treated at par with Class IV employes and should be given the same set of uniforms, shoes, chappals for winter and summer which are supplied to the Class IV employees of the State/U. Ts.

### *Programmes for improvement in the living and working conditions of Scheduled Castes engaged in hereditary unclean occupations other than sweepers and scavengers*

The Leather Industry is one of the oldest traditional industries in India. According to 1971 Census, 6.51 lakhs of artisans are engaged in the Industry by main activity. Further estimates are that flaying gives employment to 82,000 persons, tanning to 51,000 persons and footwear manufacture to 5.26 lakh persons. The number engaged by subsidiary activity is not known. By and large, the majority of workers who are engaged in the unorganised sector have to work in and around their habitations, mostly in their own houses in extremely unhygienic conditions. Some programmes have so far been taken up for improving their working conditions particularly that of tanning by the State Governments as also by the Khadi and Village Industries Commission. The programmes relating to tanning have had some limited success because it is amenable to centralised working but there has been no success worth a note in relation to flaying because it concerns individuals pursuing this occupation in every village.

The techniques used by the flayers and tanners continue to be traditional. The relationship between flayers and tanners and the final market for the hides and skins is entirely in the control of middlemen and traders, who help themselves to the bulk of the returns. It is necessary from the social point of view that each aspect of the cycle, namely, flaying, tanning, marketing of hides, skins and marketing of bones and other parts of the dead animal needs to be brought into some form of organised effort with a view to maximising the return to the flayers and tanners

and also removing the unhygienic conditions. Further, financial assistance should be provided to them to adopt new techniques and better tools and for flaying and tanning in the shape of loan and subsidy.

The Khadi & Village Industries Commission has also developed programmes and techniques related to flayers and tanners. The main directions of the K.V.I.C.'s developmental activities, in the efforts for the promotion of the welfare of Scheduled Castes and Scheduled Tribes, for which 25% of the development allocations are exclusively utilised, lie in the supply of improved tools equipments, implements and training them in the use of improved technology. During the Sixth Five Year Plan the K.V.I.C. will provide employment opportunities to about 25 lakh Scheduled Castes and Scheduled Tribe persons. In regard to flayers and tanners the K.V.I.C.'s schedule for village industries includes "Flaying, curing and tanning of hides and skins and ancillary industries connected with the cottage, leather industries". The Commission have not, however, furnished details of their work for the year under report.

Other Public Sector Undertakings dealing with the promotion of leather industries in the country are, Bharat Leather Corporation, Tannery and Footwear Corporation of India Ltd., Kanpur. The Government of Karnataka, Maharashtra and U. P. have set up Leather Development Corporations. The Government of Madhya Pradesh propose to set up a leather corporation while the Government of Haryana have adopted an approach of bringing about a shift from the traditional occupation to rickshaw pulling.

The information made available by the State Governments/U. T. Adms. indicated that no schemes have been formulated for flayers and tanners by the Governments of Gujarat, Uttar Pradesh and U. T. Administration of Pondicherry while in Sikkim, Mizoram, Andaman and Nicobar Islands the work is not done by a hereditary caste.

The Karnataka Leather Industries Development Corporation, which was established in 1976, have drawn up the following important programmes during 1980-81 for improving the conditions of leather artisans in the State :—

- (1) Training Programme
- (2) Way-side cabins to cobblers
- (3) Subsidy for tool, kits
- (4) Establishing raw material depot
- (5) Assistance to rural tanners
- (6) Utilization of carcass

The financial targets fixed and achieved during the year 1980-81 are not available.

The U. P. State Leather Development Corporation, Agra was set up in 1974 with the objective of building up a strong base for the leather industry in the State and developmental assistance to the leather exports, particularly to the weaker sections of the society. The objectives also included supply of raw materials, designs, common facilities, financial assistance and development of allied industries namely curing, storing of raw hides, utilization of by-products etc. Further, the procurement and marketing of products manufactured in the cottage and small Scale Sector was also its aim. The information gathered regarding its working indicated that the Corporation has rendered very limited assistance in only some of the directions. While common facilities have benefited a few hundred artisans, the supply of raw material etc. had gone to 126 persons in 1974-75 and 1200 persons in 1980-81. Further, it appeared that the Corporation has been purchasing a very limited quantity of footwear of certain specified designs etc. from selected artisans for marketing. The supplies of material, common facilities etc. are also due to these very artisans against adjustments payment for the manufactured items. In type of marketing the frequency of rejections also there. The Corporation has hardly made impact on the very large number of Scheduled Caste families engaged in leather and leather goods manufacture on a cottage industry scale and on miscellaneous footwear manufacturers. Therefore, it has not been able to check the exploitative practices of the middlemen which go on a very large scale in the leather and footwear market of Agra.

In their report, the Commission had made some comprehensive recommendations with regard to the leather industry, the most important of which were :

1. Institute of Leather Technology, Madras may be given financial assistance to undertake surveys in a few selected States like Uttar Pradesh, Bihar, West Bengal and Tamil Nadu where a little more than half of the number of Scheduled Castes live, and on the basis of the study reports the Department of Industrial Development, Khadi & Village Industries Commission, and the representatives of State Governments should submit their Action Plan.
2. The Indian Veterinary Research Institute should study the traditional techniques of flaying and workout a simple technology to individual flayers dispersed in villages.
3. The economics of this trade may be studied and a suitable scheme prepared to ensure adequate return to the flayer for each animal flayed either through a system of purchasing the skin at a support price or paying him fees for flaying the animal.

The above recommendations are reiterated.

Further, the Commission recommend that urgent action should be taken to plan out a large number of projects each intended for the tanners and flayers numbering about 100 or so for setting up small industrial units based on locally available raw material. The need is to give them modern tools, so that a sense of self-assertion may be inculcated among the Scheduled Caste people and to provide a viable economic base in order to create a sense of confidence and security among them. In this work the State Departments of Industries and the Leather Development Corporations who had played very little role in the development of leather industry so far should take the lead and bring about coordinated action providing adequate finances.

#### *Drinking water supply*

Provision of water supply in the rural areas is a prime responsibility of the State Governments. Initially, the National Water Supply and Sanitation Programme was initiated in 1953-54. During the Sixties, it was observed that this programme was not actually benefiting the people living in the more difficult and interior villages. In order to ensure the implementation of the programme for more difficult and needy villages the Government of India requested the various State Governments to identify villages which had problem in so far as availability of drinking water supply was concerned. Upto 1972 a total number of about 1,53,000 villages had been identified as problem villages. Noting that the various State Governments had not directed their activities in the areas having identified problem villages, the Central Government introduced the Accelerated Rural Water Supply Programme in 1972-73 with 100% grant for such villages. The Accelerated Rural Water Supply Programme was withdrawn during the Fifth Plan (1974-79) when the Minimum Needs Programme, with water supply as one of the sectors, was introduced. The Central Government reintroduced the Accelerated Rural Water Supply Programme during 1977-78 with 100% grant assistance to the States to cover all problem villages.

The Sixth Plan document states that the total number of problem villages conforming to the following criteria is estimated to be 1.90 lakh as on 1-4-1980 :

- (i) those which do not have an assured source of drinking water within a reasonable distance, say 1.6 kms.;
- (ii) those where the sources of water supply are endemic to water-borne diseases like cholera, guinea-worms etc.; and
- (iii) those where the available water suffers from excess of salinity, iron or fluorides or other toxic elements hazardous to health.

As against this the information provided by the Ministry of Works and Housing indicates that the total number of identified problem villages

in the country during 1980-81 was of the order of 3.24 lakhs of which nearly 2.31 lakhs villages were without water supply at the beginning of the Sixth Plan i.e. 1-4-1981. These two sets of figures bring out the fact that the process of identifying problem villages is an on-going one and the dimensions of the problem are stupendous. It can also be added that most of these problem villages are inhabited by the Scheduled Tribe persons who live in hilly and inhospitable terrain or by Scheduled Castes living in bastis away from the higher castes.

The Sixth Five Year Plan (1980-85) envisages to cover all the remaining problem villages by 1985 excepting in some difficult areas like hilly and desert regions. The provision is of the order of Rs. 600 crores. For 1980-81 a provision of Rs. 100 crores had been made which included Rs. 15 crores for procurement of rigs for drought affected States.

The coverage of problem villages in the States under Central as well as the State Sector Programme (MNP) was as below :—

Year	No. of problem villages	Remarks
1977-78	1,29,222 + 1,782 Habitations	The information includes partially coverage of villages reported from some of the States.
1978-79	20,920	
1979-80	22,822	
1980-81	24,400	

The Ministry of Works and Housing have decided to adopt the figure of 2.31 lakh villages as the physical target for coverage during the Sixth Plan period.

A brief resume of work done in the States/UTs from where information in this regard has been received, is given below :—

- (1) *Assam* : During 1980-81, 232 villages having 1.16 lakhs Scheduled Castes population were covered with drinking water facilities. The State has anticipated to cover 5.894 lakhs Scheduled Castes population upto the end of VI Plan and the balance of 3.126 lakhs population to be covered latter. Similarly with regard to Scheduled Tribes during 1980-81 an amount of Rs. 139.00 lakhs was spent and 314 villages having 1.60 lakhs Scheduled Tribes population were covered.

- (2) *Bihar* : Out of the 22,773 problem villages in the State drinking water supply sources have been provided in about 10293 villages, the rest to be covered upto 1st April, 1981.

- (3) *Haryana* : There are 6,731 villages in the State of Haryana out of which water supply facilities have been provided in 1675 villages upto 31st October, 1981. During 1980-81 water supply facilities were also provided in 260 villages which were also inhabited by Scheduled Castes.

- (4) *J. & K.* : The total number of villages identified in the State was 6718. Out of the total Scheduled Caste population of 3.81 lakhs, only 1.45 lakhs had been covered upto March, 1981 by the drinking water schemes.

- (5) *Karnataka* : Out of 1300 villages in the State, where Scheduled Castes and Scheduled Tribes population is more than 50 % of the village population, 570 villages were provided with piped water supply or bore well with hand-pumps. Upto April 1981, 3706 bore wells were drilled and provided with hand pumps for providing drinking water supply facilities exclusively for Scheduled Castes and Scheduled Tribes at an expenditure of Rs. 209.05 lakhs benefiting a total Scheduled Castes and Scheduled Tribes population of 7.67 lakhs.

- (6) *Kerala* : Only piped water supply scheme were being implemented in Kerala. Out of the 175 and 30 schemes (including of the previous year) under the executions in Harijan and tribal colonies respectively, only, 43 schemes and 2 schemes benefiting Harijan and tribal colonies respectively were completed.

- (7) *Orissa* : Upto 31st March, 1981, 3461 villages were provided with drinking water supply under different programmes. Out of 2531 and 7394 identified Scheduled Castes and Scheduled Tribes villages drinking water facilities have been provided in 245 and 1209 villages, respectively.

- (8) *Uttar Pradesh* : The State Government made a survey in 1972 to assess the drinking water problem in the State. Out of 1,12,561 villages of the State, 35,506 were such, where drinking water problem exists. The criteria to assess the drinking water problem is that the source is 1.6 km. away from the village or more than 15 M. deep from surface or the water is unfit for the human being. No precise survey to know the problem of drinking water facilities in Harijan Bastis or hamlets of the Scheduled Tribes has been done. Usually every village has a Harijan Basti. Thus it can be very well assumed that there are 35,506 Harijan Bastis where the problems of drinking water facilities exists. To provide drinking water supply in problem villages minimum need programme has been launched by the State Government under which piped water

supply is being provided by Jal Nigam. Upto March 1980, 10056 villages out of which 7001 are problem villages, have been provided with piped water supply. Directions have been issued to ensure that at least one stand post is provided in the Scheduled Caste/Scheduled Tribes localities. Priority is being given to those villages where population of the Scheduled Caste/Schedule Tribe predominates. During the Sixth Five Year Plan 1980-85, 18500 villages are proposed to be covered by the piped water supply, out of which 11500 are problem villages, Upto March 1981, 1546 villages including 911 problem villages have been covered.

(9) *Delhi* : During 1980-81, 45 villages with a total population of 68274 benefiting 12557 Harijans were covered under various drinking water schemes.

(10) *Goa, Daman & Diu* : In this Territory, so far 173 villages have been identified as problem villages out of which 114 villages have been covered as on 31st March, 1981. Out of total 16154 Sch. Caste population in this U. T. about 6500 population has already been covered under Urban and Rural Water Supply Scheme completed so far. Similarly out of 7554 Scheduled Tribes population about 6,000 have already been covered so far under wells.

Based on the above information the following recommendations are made :—

(i) In the 1979-80 Report this Commission had pointed out that as safe drinking water is not only a basic human need, it also prevents water borne diseases. It is an important problem because of the fact that water sources are inaccessible to Scheduled Castes on account of practice of untouchability. This subject needs priority. The Commission had recommended that safe drinking water sources should be provided in all the Scheduled Caste villages and Tribal hamlets by the end of VI Plan. Adequate resources and administrative machinery should be provided by the Government to fulfil this objective. The above recommendation is reiterated.

(ii) It is observed that various State Governments/U. T. Administrations are not maintaining separate data regarding coverage of Scheduled Castes and Scheduled Tribes under various drinking water supply schemes with the result it is not possible to know the exact coverage of these communities. It is, therefore, recommended that clear statistics should be maintained for the Scheduled Castes and Scheduled Tribes so that a realistic plan for drinking water supply, arrangements for different groups may be possible on priority basis.

*Problems faced in regard to availability of equipments, materials etc.*

The information made available by the States of Bihar, Haryana, J. & K., Kerala, Karnataka, Orissa, and Punjab and Union Territory of Delhi indicates that the main difficulties faced in executing this scheme are :

- (i) non-availability of materials like cement, handpumps, steel and pipes etc.
- (ii) dearth of suitable technical staff.
- (iii) non-availability of vehicles like trucks etc. for transportation of building material.
- (iv) allocations of insufficient funds.

The difficulties pointed out by the State/U.T. are genuine and therefore, the Commission recommend that :—

- (i) Sufficient funds under this scheme should be given to the States/U.Ts.
- (ii) Special quota of cement for the execution of water supply scheme should be given over and above the normal quota which is given to the concerned implementing departments.
- (iii) Quantum of Central assistance may be made known to the States/U.Ts. much in advance as the works connected with drinking water programmes require advance planning by atleast two years.

*Allotment of House-sites and Assistance for Construction of Houses in Rural Areas*

The housing conditions of the persons belonging to the Scheduled Castes and the Scheduled Tribes continue to be poor although an ambitious and country-wide programme of providing free house-sites to the rural landless workers including the Scheduled Castes and Scheduled Tribes, specially to the former, had been launched in early 70s and has been well emphasised and refocussed in the refurbished 20-Point Programme announced by the Prime Minister.

Allotment of house-sites to landless labour households is quite a gigantic task. The VI Plan estimates that the number of landless labour households needing housing assistance should be around 14.5 million by March, 1985. The progress by the end of Fifth Five Year Plan has been that 7.7 million landless families have been allotted house-sites. Another 6.8 million families are envisaged to be covered during the Sixth Plan period. For development of house-sites, an assistance of Rs. 250 per family is given, besides facilities like well, approach road etc. for a cluster of families. Besides, housing assistance @ Rs. 500/- per family to about 25% of the eligible households (3.6 million) is also to be provided under the Minimum Needs Programme.

The Commission had tried to collect detailed information regarding the eligible Scheduled

Caste and Scheduled Tribe families and their actual coverage under this programme. However, little information, and that too partial, has been made available by only a small number of States and U.Ts. Some important States having sizeable chunks of Scheduled Caste and Scheduled Tribe population have failed to furnish any report. Available State/U.T.-wise information is given below :

(i) *Assam* : In Assam, house-sites measuring 1/2 to 1 bigha are allotted to the Scheduled Castes, Scheduled Tribes and other economically weaker sections of the society, free of cost for construction of houses. There is no reservation and concession for Scheduled Castes and Scheduled Tribes. During the year 1980-81, 171 Scheduled Castes and 1417 Scheduled Tribe persons were allotted and given possession of house-sites. For development of house-sites so allotted to SC/ST persons financial assistance @ Rs. 300/- and 500/- in plain and hilly areas, respectively, are provided per site per family. There is no separate allocation for Scheduled Castes and Scheduled Tribes. No legislative or executive measures have been adopted by the State Government for providing house-sites to Scheduled Castes and Scheduled Tribes and for conferring ownership rights on their homestead land.

(ii) *Gujarat* : Under the Scheme of free of cost house-sites, house-sites measuring 100 sq. yards are given. In order of priority, preference is given to Scheduled Castes and Scheduled Tribes and others. Under the Scheme, development cost of Rs. 150/- per plot on an average is also granted. The beneficiaries are given panchayats or State Governments waste land. Wherever such land is not available the private land is acquired. During the year 1980-81, 8307 Scheduled Castes and 9673 Scheduled Tribes were allotted and given possession of house-sites.

(iii) *Haryana* : No reservation other concessions in the allotment of house-sites to Scheduled Castes and Scheduled Tribes are given. Under the Grameen Janata Housing Scheme, being operated by the Revenue Department, house-sites (plots) measuring 100 sq. yards are allotted to the Harijans, members of the Backward classes and economically weaker sections of the society free of cost for the construction of houses. Under this scheme one family is allotted one plot. For this purpose, the shamlat land, other panchayat land and Government land is utilised in the village. Where no such land is available, the possession of plots are given to the allottees and Registration Deeds executed in their favour whereafter mutations are entered. The number of house-sites allotted in rural areas under Gra-

meen Janata Scheme during 1980-81 was as follows :—

Category	No. of house-sites allotted		Possession given
(a) Sch. Castes . . .	1427	1935	(including earlier allotments)
(b) Backward Classes . . .	595	192	
(c) Other Economically weaker Sections . . .	4996	4551	
Total . . .	7018	6678	

It would be seen that 1935 Scheduled Castes were given possession of house-sites but as this figure indicates earlier allotments so it could not be known as to how many Scheduled Castes got actual possession of the house-sites during 1980-81.

(iv) *Orissa* : During the year 1980-81 house-sites to the extent of 802 acres were allotted to 8237 beneficiaries, of whom 2152 belonged to Scheduled Castes, 2443 to Scheduled Tribes and the rest 3642 belonged to other castes. The actual number of SC and ST persons given possession of the house-sites has not been indicated. The average area of house-sites allotted to an individual during 1980-81 was 0.09 decimals. No special reservation is given to SC/ST persons. Under the 'Integrated Housing Scheme' readymade houses are provided to the homesteadless persons and the house-sites allotted to them free of cost. During 1980-81, a sum of Rs. 15 lakhs was provided for this scheme. During this period 2166 houses were allotted to members of Scheduled Castes while 1345 houses were allotted to Scheduled Tribes and 230 to other castes. For conferring of Raiyati right (ownership rights) on dwelling houses of raiyats and tenants a provision also exist under section 9 of the Orissa Land Reforms Act, 1960 according to which a raiyat or tenant including an agriculture labourer or village artisan who has no permanent and heritable right in respect of any site on which his dwelling house stands is deemed to be raiyat in respect of such site not exceeding one-fifth of an acre. The achievement made under the above provisions of law during 1979-80 and 1980-81 was as follows :—

Year	No. of cases disposed off	Tenants benefited
1979-80 . . . . .	627	207
1980-81 . . . . .	1004	2526

(v) *Delhi* : The allotment of house-sites is done as per provision of Rule 178(2) of Delhi Panchayat Raj Rule (Amendment), 1976. Each Harijan/landless person is allotted house-site of an area upto 120 sq. yards at a nominal annual rent of 5 paise per sq. yard. During the year 1980-81, 53 Scheduled Castes were allotted and given possession of house-sites. There is no reservation/any other concession in allotment of house-sites for SCs/STs but preference is given to them. The house-sites are allotted on perpetual lease on a nominal lease rent. Since the allotment is on lease, the allottees are not conferred with the ownership rights.

(vi) *Pondicherry* : In this Union Territory the Scheme of 'Distribution of free house-sites to landless in rural areas', is being implemented from the year 1975-76. The Scheme aims at providing house-sites free of cost to families who do not own a house or house-site. On the house-sites so provided they have to build house/hut with their own resources and live in peace without being constantly threatened with eviction by the owners of the land on which they have built their house/huts. The scheme comprises of 3 phases (i) regularisation of occupation of Government lands, (ii) new allotment on Government/Panchayat lands; and (iii) Allotment of acquired lands. The landless labourers benefited under this scheme till 31-3-81 are 11,983 of which 2,577 belonged to SCs. During 1980-81, 1,752 house-site patas were distributed to the landless labourers in rural areas of which 355 belong to Scheduled Castes.

In their Second Annual Report for the year 1979-80 the Commission had made comprehensive recommendations regarding this programme of allotting house-sites and providing housing assistance. It is seen in some of the States a scale of 100 sq. yards of plot is adopted for dwelling unit. This area is hardly sufficient to cater to the minimum requirement of a family consisting of 5- persons. The plots to be attached should in no case be less than 150 sq. yards. It is, however, seen from the information given above that the position regarding providing possession of house-sites to Scheduled Castes is still not satisfactory. It is stressed that the possession should be secured for Scheduled Castes, simultaneously with the allotment of sites. Further, it should be ensured that the Scheduled Castes landless labourers are allotted house-sites with others in the same colonies, so as to bring about an integration and removal of disabilities. For Scheduled Castes and Scheduled Tribes a phased programme of housing should be evolved which should be based on local designs, availability of local material and skills. To bring about social cohesion between the mem-

bers of various communities the programme should be undertaken on cluster basis.

Under the National Rural Employment Programme community assets like link road, school building, water supply facilities are being created in the rural areas. Since the policy of the Government under the Special Component Plan is to ensure that a substantial percentage of these assets—50 to 75 percent—benefit the Scheduled Castes, the Harijan basties and the sites newly allotted for housing should be comprehensively and systematically covered.

A plot of 150 sq. yards has been recommended above keeping in view the minimum needs of an average family of 5 persons. Such a plot would provide space for 2 living rooms (90 sq. feet each), Kitchen (24 sq. ft.), bathroom (16 sq. ft.), cattle shed and other space. The Scheme of allotment of house-sites was previously providing for Rs. 150/- per site for its development. In the year 1978 the scheme was modified to include assistance for house/hut construction @ Rs. 500/- to Rs. 750/- per family. Since this is quite inadequate for any prescribed outlay different States have been following their own pattern for grant of financial assistance for construction of houses. These patterns are generally of 3 types namely (i) only loan as in Rajasthan and Orissa where Rs. 3,000/- and Rs. 5,000/- is given as loan to each beneficiary, (ii) only subsidy like that in Gujarat and Madhya Pradesh where the rate of subsidy is Rs. 1,500/- and Rs. 3,000/- respectively and (iii) loan-cum-subsidy being followed by the U. T. Administration of Goa, Daman & Diu where the cost of housing unit varies from Rs. 2,000/- to Rs. 2,500/- and the ratio of subsidy and loan is 75 : 25 repayable in 20 annual instalments. Since the Commission are of the view that decent dwelling unit should be ensured for the Scheduled Castes not only to improve their living conditions but also to give them dignity and raise their social status, a reference is made to the HUDCO to get a layout and estimate for the construction of a modest tenement consisting of two rooms, kitchen, bathroom and a cattle shed, as indicated above. According to them the cost of such an unit would come to above Rs. 10,000/-. In the opinion of this Commission all the State Governments/U.Ts. should adopt a scheme to provide for such dwelling units on the house-sites being allotted in the rural areas. The beneficiary should be required to meet about 10% of the total cost of the scheme in the form of contribution towards unskilled labour. For the infra-structure requirements facilities like roads, drains and water supply should be provided under the I. R. D. programme.

*Allotment of House-sites and assistance for construction of Houses in Urban Areas to Scheduled Castes and Scheduled Tribes*

According to 1971 Census, out of a total population of 54,795 million, about 109 million



were in urban areas. The growth rate of urban population during the 1961-71 decade was about 3.2 per cent as compared with about 2.2 per cent per year for the total population. Larger towns have grown faster than smaller towns and it might, therefore, be concluded that the country is suffering from an unhealthy process of urbanisation which must be remedied.

Housing shortage in the country was estimated at 20.7 million dwelling units in April, 1980, out of which 16.1 million units in rural areas and the 4.6 million units in urban areas. In order to tackle this problem continued efforts are being made by the Centre and State Governments. Over the last three decades public investments through the plans have been of the order of 1253 crores. The Sixth Plan, however, states that it is difficult to compile adequate statistics on the number of housing units constructed through the public sector. The Sixth Five Year Plan (1980-85) envisaged an outlay of Rs. 1490.87 crores for housing in public sector including Rs. 353.50 crores for rural House-site-cum-House Construction Scheme included in the Minimum Needs Programme.

The details of various Social Housing Schemes implemented in the country since their inception to 31-12-80 are given in the following table :

Sl. No	Name of Scheme	Number of Houses	
		Sanctioned	Completed
1	Integrated Subsidised Housing Scheme for Industrial workers and economically weaker sections of Community . . . . .	2,51,018	1,87,680
2	Low Income Group Housing Scheme, 1954 . . . . .	4,28,536	3,38,333
3	Subsidised Housing Scheme for Plantation workers (in six States) : . . . . .	35,828	21,328
4	Middle Income Group Housing Schemes . . . . .	N.A.	43,627
5	Rental Housing Scheme for State Govt. Employees . . . . .	N.A.	34,213

The Housing and Urban Development Corporation (HUDCO) was incorporated as a Government-owned company in 1970 in order to finance and undertake *inter-alia*, Housing and Urban Development Programme, Development of new or satellite towns and setting up of building material industries. As on 30th October, 1981, HUDCO had sanctioned 1662 Schemes and will help in construction of houses for 6 million people. The project cost of housing schemes etc. has already crossed Rs. 1150 crores and would help construct/develop over 1 million houses/plots in 374 towns and hundreds of village spread over 18 States and 4 Union Territories, as shown in the table below:—

An on 30-10-81

Sl. No.	STATE/U.T.	No. of schemes	No. of cities covered	Project cost (Rs. in crores)	Loan sanctioned (Rs. in crores)	No. of Dwellings sanctioned	No. of Plots sanctioned
1	2	3	4	5	6	7	8
1	Andhra Pradesh . . . . .	182	70	104.63	72.72	88781	2560
2	Assam . . . . .	6	19	5.53	3.85	1796	—
3	Bihar . . . . .	25	9	31.77	21.11	24238	1072
4	Gujarat . . . . .	216	38	158.95	94.75	141686	5346
5	Haryana . . . . .	74	17	52.15	38.09	25543	109
6	Himachal Pradesh . . . . .	28	13	6.49	4.68	1751	540
7	J & K . . . . .	8	5	6.29	5.08	3742	2782
8	Karnataka . . . . .	123	27	96.97	53.34	197715	3575
9	Kerala . . . . .	61	9	71.91	44.79	120561	35
10	Madhya Pradesh . . . . .	107	23	49.06	37.35	25017	17589
11	Manipur . . . . .	1	1	0.17	0.11	26	—
12	Maharashtra . . . . .	128	18	111.21	72.20	57845	2011
13	Orissa . . . . .	48	10	35.33	26.40	43080	792
14	Punjab . . . . .	64	8	47.78	32.60	28075	1969
15	Rajasthan . . . . .	129	16	73.78	54.45	41234	2065
16	Tamil Nadu . . . . .	227	47	102.49	72.15	61069	7346
17	Uttar Pradesh . . . . .	153	33	127.40	92.86	76847	15632
18	West Bengal . . . . .	39	7	43.61	31.63	13115	878
<i>Union Territories</i>							
19	Chandigarh . . . . .	20	1	25.83	18.43	11433	2712
20	Delhi . . . . .	17	1	27.05	20.76	13947	—
21	Goa, Daman & Diu . . . . .	2	1	0.21	0.11	126	38
22	Pondicherry . . . . .	4	1	2.02	1.42	1161	—
Total . . . . .		1662	374	1180.63	798.88	978788	67051

HUDCO has drawn an ambitious programme for the Sixth Plan (1980-85). It hopes to double up its operation on levels reached during its first decade of 1970 and hopes to provide housing in over three thousand towns and half a million villages. Currently HUDCO is allocating its loan disbursements in the following proportions :—

Economically weaker sections . . . . .	30%
Low Income Group . . . . .	25%
Middle Income Group . . . . .	25%
High Income Group . . . . .	20%

The social housing schemes taken up under the public sector intended to create housing for Economically Weaker Sections with household income below Rs. 350 per month and households in Low Income Group (LIG) with incomes between Rs. 350 to Rs. 600 per month. The Sixth Plan reports that houses constructed for a particular income category are largely occupied by families in the next higher income group since the instalment payments required for the house are clearly beyond the paying capacity of the income groups for which the houses were meant. This is becoming a major problem for the State Governments and Housing Boards to whom the HUDCO finances also go. Further the benefits of the schemes have also flown mainly to employees of the Government of Public Sector Corporation and other autonomous bodies, in other words only a limited group in the urban areas. Effective steps should be taken by all the agencies connected with the urban housing programmes to correct these angularities in the programme. Further, there also appeared to be a need to increase the flow of funds to housing for Economically Weaker Sections whose interest has to be accorded the highest priority. As regards Scheduled Castes and Scheduled Tribes, the policy has been to provide reservations to this category of people in the housing facilities made available by the Housing Boards etc. Commission had tried to collect detailed information regarding the percentage of these reservations in various States/UTs and the actual utilisations of these reservations so far. The information which could be collected in respect of 11 States and 2 U.Ts. is given below:—

Sl. No	State/Agency	% of houses for SC & ST
1	2	3
1	<b>Andhra Pradesh</b>	
(i)	Andhra Pradesh Housing Board	14% for SC and 4% for ST
(ii)	Vijayawada, Gujarat, Tenali and Mangalagiri Development Authority	21% for SC and 3% for ST in its Ranigaritheta Scheme.
(iii)	Vishakhapatnam Urban Development Authority	15% for SC & ST
(iv)	Hyderabad Urban Development Authority	10% for SC & ST

1	2	3
2	<b>Gujarat</b>	
(i)	Gujarat Housing Board	10% for SC & ST
(ii)	Gandhinagar Notified Area Committee	-do-
(iii)	Baroda Municipal Corporation	-do-
3	<b>Haryana</b>	
(i)	Haryana Housing Board	19% for SC
4	<b>Karnataka</b>	
	Karnataka Housing Board	18% for SC & ST
5	<b>Kerala</b>	
(i)	Kerala Housing Board	10% for SC & ST
(ii)	Kerala SC & ST Development Corporation	100%
6	<b>Madhya Pradesh</b>	
	M. P. Housing Board	10% for Army and SC/ST etc. at the discretion of Administrator/Housing Commissioner of the Housing Board
7	<b>Maharashtra</b>	
(i)	Maharashtra Housing & Area Development Authority	20% for SC & ST
(ii)	Maharashtra State Housing Corporation	22% for SC & ST in 2 sanctioned scheme for 564 units.
8	<b>Punjab</b>	
	Punjab Housing Board	10% for SC & ST
9	<b>Rajasthan</b>	
	Rajasthan Housing Board	14% for SC & ST
10	<b>Tamil Nadu</b>	
(i)	Tamil Nadu Housing Board	10% for SC & ST
(ii)	Tamil Nadu Co-op. Housing Society Ltd.	60% to 70% for SC & ST in two specific schemes sanctioned by HUDCO for Const. of 2156 units.
(iii)	Madras Metropolitan Development Authority	7½% for SC & ST
11	<b>Uttar Pradesh</b>	
(i)	U. P. Housing Board	18% for SC and 2% for ST
(ii)	Kanpur Development Authority	-do-
(iii)	NOIDA	-do-
(iv)	Agra Development Authority	18% for SC & ST
12	<b>Chandigarh</b>	
	Chandigarh Housing Board	12½% for SC & ST
13	<b>Pondicherry</b>	
	Pondicherry Housing Board	10% for SC & ST

It has been observed that in many States this policy has yet to be implemented. Besides, wherever reservations are in force the Housing Boards and other agencies implementing this programme should also maintain the data regarding the actual beneficiaries from these classes. It is felt that due to the repayment instalments being high and the interest being 12½% even



the Economically Weaker Sections (EWS) dwelling units go out of the reach of Scheduled Castes and Scheduled Tribe persons. It is, therefore, recommended that the State Housing Boards and other agencies should quickly assess the extent of benefits and the constraints which have caused inadequate flow of benefits. On the basis of this a review of the terms and conditions governing the allotment of dwelling units to the Scheduled Caste and Scheduled Tribe persons should be made so as to ensure that these categories get their due benefits from this programme. An essential mechanics for this purpose would be to include representatives of the Scheduled Castes and Scheduled Tribes in the Boards of Management etc. of the Housing Boards, Urban development authorities etc. In this connection the needs of the scavengers and sweepers and those engaged in unclean occupations should also be clearly taken into account. The requirements of scavengers and sweepers etc. can hardly be met by the local bodies and the inclusion of this category of people among the beneficiary E.W.S. dwelling units would not only ensure healthy surroundings for their families but also a quicker integration of these deprived people in the main stream of the society.

#### *Electrification of Scheduled Castes Bastis and Tribal Hamlets*

The Minimum Needs Programme which was introduced in the Fifth Five Year Plan (1974-79) included electrification of Scheduled Caste Bastis and Scheduled Tribe Hamlets as an important, component of an integrated approach to human resource development. In the Fifth Plan the target was to cover 40 per cent of the rural population under electrification. As a result of the high priority extended to rural electrification there has been a sizeable increase in the last three decades in the number of villages electrified and irrigation pumps energised. This would be appeared from the table below :

Year	No. of villages electrified	No. of pumpsets energised
1950-51	3061	21000
1960-61	21750	198705
1968-69	73732	1088804
1973-74	156789	24266133
1979-80	250112	3949120

With the coverage of 2.5 lakh out of the total 5.7 lakh villages in the country, the percentage of villages which have access to electricity has touched 43 per cent.

With a view to providing financial assistance for rural electrification in the country, Rural Electrification Corporation was set up in 1969. The achievement made by the Corporation since 1973-74 to 1980-81 indicates that against the target of 4,88,361 villages, the number of village electrified was 3,66,535. Similarly against the target of energisation of 38,09,487 pumpsets the actual achievement was 26,78,827.

During 1980-81 the Corporation sanctioned 1035 projects involving an outlay of Rs. 263 crores. Of the 1035 projects sanctioned, 957 projects involving a loan assistance of Rs. 228 crores were for electrification of selected areas. Spread over 21 States, these projects envisaged electrification of 31,846 additional villages including adjoining Harijan Bastis, provision of street lights in 7094 Harijan Bastis and energisation of 3,08,615 agriculture pump sets, 18,870 small scale industrial units, besides provision of electricity for domestic and commercial connections and street-light points.

The Corporation continued to give priority to development of economically and socially backward areas. Of the new projects (1035 projects), 381 projects were meant for backward and under-developed areas and these involve an aggregate loan assistance of Rs. 143 crores i.e. over 54% of the total sanctioned amount. The 21 special transmission projects with a loan assistance of Rs. 9 crores are also meant for feeding rural electrification projects in backward area. 72 projects with a loan assistance of Rs. 36 crores were approved for areas predominantly inhabited by tribal population. These projects on completion would electrify 4741 tribal villages and energise 8198 irrigation pumpsets and 1740 small industrial units. As many as 103 projects involving a total loan assistance of Rs. 7 crores were sanctioned for extending electricity to over 7000 Harijan bastis.

The number of villages electrified and pumpsets energised upto 31-3-81 and during 1980-81 under the projects financed by the Corporation is given in the table below :

Sl. No.	Name of State	Villages electrified				Pumpsets energised			
		Upto 31-3-1981		During 1980-81		Upto 31-3-1981		During 1980-81	
		Target	Achievement	Target	Achievement	Target	Achievement	Target	Achievement
1	2	3	4	5	6	7	8	9	10
1	Andhra Pradesh.	5731	5697	900	1005	82687	79806	27500	27006
2	Assam	3039	3683	1000	1224	1327	680	2500	83
3	Bihar	14374	7021	2500	21846	69006	19235	19000	4750

1	2	3	4	5	6	7	8	9	10
4	Gujarat . . . .	3478	3280	600	898	51168	42799	13500	12623
5	Haryana . . . .	90	90	—	—	42520	55619	5400	12195
6	Himachal Pradesh . .	6870	4535	850	1129	1283	611	70	98
7	Jammu & Kashmir . .	3727	2965	400	292	525	259	50	153
8	Karnataka . . . .	3218	2682	550	243	29138	29149	6600	5698
9	Kerala . . . .	147	151	—	—	11947	14882	4600	5081
10	Madhya Pradesh . .	5074	11768	2100	3953	148805	95962	25000	31828
11	Maharashtra . . . .	7701	7140	750	1321	95571	101115	19500	27682
12	Manipur . . . .	166	53	30	12	17	—	50	—
13	Meghalaya . . . .	612	527	90	154	269	41	30	—
14	Nagaland . . . .	183	162	40	47	—	—	—	—
15	Orissa . . . .	11348	9302	1350	1266	39954	8329	6100	3236
16	Punjab . . . .	3908	3908	—	—	77544	81855	13000	12568
17	Rajasthan . . . .	8394	7706	1000	961	78795	84589	15000	19841
18	Tamil Nadu . . . .	746	732	40	17	66448	74181	10000	10896
19	Tripura . . . .	685	743	200	154	437	134	300	69
20	Uttar Pradesh . . . .	15529	10807	2500	3722	62320	47272	14000	17069
21	West Bengal . . . .	12506	8085	1600	1000	29500	13242	9100	818
Total		117526	91037	16500	19243	889161	749760	191300	191694

It would be seen that in 1980-81 electrification of 19243 villages under R.E.C. financed schemes represented an achievement level of over 115% of the target of 16500 villages. The achievements exceeded the target in 9 States. The States are (i) Andhra Pradesh, (ii) Assam, (iii) Gujarat, (iv) Himachal Pradesh, (v) Madhya Pradesh, (vi) Maharashtra, (vii) Meghalaya, (viii) Nagaland, and (ix) Uttar Pradesh. Except Karnataka, Manipur and Tamil Nadu where the achievements were below 50% in all other States, the progress exceeded 60% of the target.

Against the target of 191300 pumpsets the actual achievements has been 191694. Seven States namely, Haryana (226%), Kerala (110%), Madhya Pradesh (127%), Maharashtra (142%), Rajasthan (132%), Tamil Nadu (109%) and Uttar Pradesh (122%) have far exceeded the target. In Gujarat, Karnataka and Punjab the achievement ranged between 80 and 98 per cent.

The comparative achievement under Rural Electrification Corporation schemes for village electrification and pumpset energisation during 1979-80 and 1980-81 is as given below :

	1979-80	1980-81
(i) Villages electrified . . . .	13217	19243
(ii) Pumpsets energised . . . .	145000	191694

It shows that during 1980-81 achievements represented an increase of 46% under village electrification and 32 per cent under pumpsets energisation over the corresponding achievement level of the 1979-80.

Together with over 19243 villages electrified and 191694 agricultural pumpsets energised during 1980-81 the total number of villages electrified under R.E.C. financed schemes upto the end of the year was 91037 and number of agricultural pumpsets energised was 7,49,760.

#### *Implementation of Rural electrification Programme in various States/UTs.*

Efforts were made by this Commission to know from various States/UTs. the progress of implementation of rural electrification programme. However, replies have been received from Andhra Pradesh, Gujarat, Haryana, Himachal Pradesh, Karnataka, Kerala, Maharashtra, Madhya Pradesh, Nagaland, Punjab, Rajasthan, Tamil Nadu, Arunachal Pradesh Andaman and Nicobar Islands, Dadra & Nagar Haveli, Lakshadweep, Mizoram and Pondicherry, and the same is reproduced in the table below :

Sl. No.	Name of State/ U.T.	No. of villages			No. of Harijan Bastis			No. of Tribal Hamlets			Remarks
		Total	Electri- fied up to 31-3-81 out of col. 3	Per- centage	Total	Electri- fied up to 31-3-81 out of col. 6	Per- centage	Total	Electri- fied up to 31-3-81 out of col. 9	Per- centage	
1	2	3	4	5	6	7	8	9	10	11	12
1	Andhra Pradesh .	27221	17829	65.49	N.A.	14500	—	N.A.	N.A.	—	
2	Gujarat . .	18275	12515	68.48	7374	7359	99.80	5367	2405	44.81	*Includes tribal hamlets also.
3	Haryana . .	7152	7152	100.00	5634	1911	33.91	N.A.	N.A.	—	
4	Himachal Pradesh	16916	10050	59.41	N.A.	N.A.	—	N.A.	N.A.*	—	
5	Karnataka . .	26826	16793	62.60	1525	764	50.09	128	549	38.28	
6	Kerala . .	1268	1268	100.00	1080*	575	53.24	—	—	—	
7	Maharashtra .	36067	27914	77.39	35016	19416	55.44	6520	3117	47.80	
8	Madhya Pradesh .	70883	25400	35.83	N.A.	5549	—	28953	6198	21.40	
9	Nagaland . .	960	367	38.22	N.A.	N.A.	—	960	403	44.98	
10	Punjab . .	12188	12188	100.00	12126	11927	98.36	N.A.	N.A.	—	
11	Rajasthan . .	33305	15115	45.38	N.A.	3262	—	4489	1423	31.70	
12	Tamil Nadu . .	15735	15586	99.05	27714	25714	100.00	47838	47448	99.18	
13	Uttar Pradesh .	112561	42372	38.81	—	16277	—	—	—	—	
14	Arunachal Pradesh	2973	316	10.62	N.A.	N.A.	—	416	359	86.30	
15	Andaman & Nicobar Island	390	111	28.46	N.A.	N.A.	—	132	16	12.12	
16	D & N Haveli .	72	52	72.22	N.A.	N.A.	—	487	247	50.72	
17	Lakshadweep .	10 Islands	9 Islands	90.00	N.A.	N.A.	—	N.A.	N.A.	—	
18	Mizoram . .	229	26	15.72	—	—	—	229	36	15.72	
19	Pondicherry . .	334	334	100.00	332	320	96.38	N.A.	N.A.	—	

It will be seen that nearly all the villages in Haryana, Kerala, Punjab, Tamil Nadu and Pondicherry were electrified upto 31-3-1981. 90% villages in Lakshadweep, 77.39% in Maharashtra, 72.22% in Dadra & Nagar Haveli, 68.48% in Gujarat, 65.49% in Andhra Pradesh, 62.60% in Karnataka and 59.41% in Himachal Pradesh were electrified. In Madhya Pradesh, Nagaland, Rajasthan, Uttar Pradesh and Andaman & Nicobar Islands less than 50% villages had been electrified. The progress of electrification of villages in Arunachal Pradesh and Mizoram was unsatisfactory as only 10.62% and 15.72% villages respectively were electrified there upto 31-3-1981.

As regards electrification of Harijan Bastis, 95—100% Harijan Bastis were electrified in Gujarat, Punjab, Tamil Nadu and Pondicherry upto 31-3-1981, 50% to 55% Harijan Bastis

were electrified in Karnataka, Kerala and Maharashtra. The progress in respect of Haryana is unsatisfactory where only 33.90% Harijan Bastis were electrified. Similarly, in regard to electrification of tribal hamlets, Tamil Nadu and Arunachal Pradesh have electrified 99.18% and 86.30% tribal hamlets, respectively. The U. T. of Dadra and Nagar Haveli electrified 50.72% tribal hamlets. All other States/U.Ts. namely Gujarat, Karnataka, Maharashtra, Nagaland, Rajasthan have electrified less than 50% tribal hamlets identified there. The performance of Madhya Pradesh and U.Ts of Dadra and Nagar Haveli and Mizoram was unsatisfactory as only 21.40%, 12.12% and 15.72% tribal hamlets, respectively were electrified. Information in this regard is not available from States like, Bihar, Rajasthan, Uttar Pradesh etc. having a large population of Sch. Castes and Sch. Tribes. In Uttar Pradesh and Andhra Pradesh the total

## SOCIAL WELFARE

number of Harijan Bastis is also not known. The Government of Gujarat have stated that because of poor financial conditions of Scheduled Castes and Scheduled Tribes, the response is very poor for getting lighting connections in their houses. Some of the village Panchayats in Tribal areas are also not coming forward for taking supply for street light purpose due to their financial conditions. The Government of Karnataka have stated that the village panchayats are not coming forward to execute the agreement for street lights. The Government of Madhya Pradesh have stated that presently the poor economic conditions of the Scheduled Castes and Scheduled Tribes is coming in way to boost the programme. The Government of Punjab have stated that there is no appreciable response from the Harijans in coming forward to obtain electric connections of various categories provided under the scope of schemes. The Government of Tamil Nadu have reported that in regard to electrification of tribal hamlets absence of approach roads is the main bottleneck. The tribal hamlets, being located in difficult hilly terrains, transporting of heavy materials like transformers-poles, conductors etc. is practically impossible. There has been also difficulty in obtaining the permission from the Forest Department for entering upon the forest land and cutting certain trees in the alignment of the power line proposed to be laid for electrification of tribal hamlets.

The Commission, therefore, recommend that:

- (1) The rural electrification programme can be successful if the whole expenditure incurred by the State Electricity Boards in laying lines in Sch. Castes and Sch. Tribes areas are fully borne by the Government and the amount is given to the Electricity Boards as grant.
- (2) The State Governments/U. T. Administrations specially States with sizeable Sch. Castes population viz Bihar, Himachal Pradesh, Madhya Pradesh, Rajasthan and Uttar Pradesh should identify the precise magnitude of the problem of electrification through listing of villages and take up immediately with the highest priority the programme for extending street lighting to the Harijan localities/tribal hamlets. The programme should be completed as quickly as possible.
- (3) Arrangements should be made to ensure that Scheduled Caste localities/tribal hamlets actually have street lighting. This will require co-ordination between the Panchayats and State Electricity Boards.
- (4) The State Governments/U.T. Admsns. should extend facilities like concession in service and domestic connection charges, security deposits and payment of electricity bills, etc. to Scheduled Castes and Scheduled Tribes agriculturists, as has been done by the Government of Madhya Pradesh.

Social Welfare programme aims at enabling the deprived sections of the population to overcome their social, economic or physical handicaps and improve their quality of life. Under social welfare sector, preventive, developmental and rehabilitative services are provided to the socially and physically handicapped as well as to the vulnerable and weaker sections of the society. The activities of the Ministry of Social Welfare relate to Integrated Child Development Services, Nutrition, Women Welfare and Development of the Handicapped. Some of these cover, as a part of their normal scope, the eligible individuals from the Sch. Castes and Sch. Tribes and with a little more effort it can be ensured that they take due care of the Sch. Castes and Sch. Tribes. Most of the programmes of the Ministry of Social Welfare are implemented through the voluntary organisations. No separate statistics about the number of beneficiaries belonging to Scheduled Castes and Scheduled Tribes is being kept by that Ministry.

### *Child development*

More than two-fifths of the population in India comprises of children. Since the majority of them belong to the vulnerable sections of the society, social services have to be organised and brought within their reach so that they can realise their full potentialities for growth and development. The scheme of Integrated Child Development Services (ICDS) which aims at providing a package of early childhood services consisting of supplementary nutrition, immunisation, health check-up, referral services, nutrition and health education, non-formal education to children below six years of age, and expectant nursing mothers was taken up on an experimental basis during 1975-76 in 33 project areas. Subsequently 67 additional projects were sanctioned in 1978-79, 50 in 1979-80 and 50 in 1980-81. The projects are being taken up mostly in selected Blocks in the most disadvantaged backward rural/tribal areas and in urban slums. Out of the 200 projects sanctioned so far 105 are in the rural areas, 67 in tribal areas and 28 in urban slums. The periodic assessment made by the All India Institute of Medical Sciences have pointed out that the nutrition status and the standard of the children have remarkably improved in the project areas.

The Commission make the following recommendations :

- (1) Child welfare should be accorded high priority within the overall frame of Social Welfare and schemes of Integrated Child Welfare Services should be the major scheme and should be so extended in the rural areas that the blocks having more than 20% population of Sch. Castes are the first to be picked up. The various types of centres for the different services should be located in Harijan Bastis/Villages

so as to cover additional 400 blocks raising the total to 600 blocks by the end of sixth plan.

- (2) I.C.D.S. projects should also be located in the areas where incidence of child mortality is high among Scheduled Castes and Scheduled Tribes.

### *Creches*

The scheme of creches for children of working and ailing women implemented by the voluntary agencies, provides day care services for children of the age group 0—5 years. The children of this age group are provided sleeping facilities, health care, supplementary nutrition, immunisation and entertainment. Each unit consist of 25 children. For each unit a maximum of Rs. 505 is prescribed as monthly recurring expenditure and a lump sum of Rs. 2,500 for non-recurring expenditure. The Government pays 90% and the voluntary agencies are required to pay 10%. Only those children are admitted in creches whose parents' total monthly income is less than Rs. 300. The scheme is now being implemented through the Central Social Welfare Board. A provision of Rs. 175 lakhs was made during 1980-81 and it was expected that the number of beneficiaries would reach 70,000 by the end of 1980-81 with the establishment of 2,800 creche units.

The Commission recommend that creches should also be set up in the localities inhabited by the Scheduled Castes and Scheduled Tribes specially taking into account the needs of the women who have to go out for earning their livelihood.

### *Special Nutrition Programme*

The Special Nutrition Programme was launched in 1980 as a crash programme to provide supplementary nutrition to children below 6 years and expectant and nursing mothers living in the poverty stricken areas of urban slums, tribal and backward rural areas. This programme which made a modest beginning with a coverage of 6 lakh beneficiaries during 1970-71 reached a level of 38 lakh through 28,000 feeding centres spread all over the country by the end of the Fourth Five Year Plan. During the Vth Plan, the coverage achieved under the S.N.P. was about 57.3 lakhs. The Coverage during 1980-81 under the programme was about 70 lakh beneficiaries at 60,000 centres spread all over the country. The Balwadi Nutrition programme which is also executed through voluntary organisations covered 2.3 lakh children in the age group 3—5 years.

It is felt that the voluntary and official agencies taking up this scheme should be guided to set up these centres near the places of work or the residential bastis of the poorest Scheduled Caste people in urban areas, and the services should be strengthened by adding other essential services like health, immunisation and health education etc. so that they may meet the needs of these classes in a better way.

### *Bal Sevika Training*

The Bal Sevika Training Programme was started in 1961-62 to meet the requirements of trained personnel in institutions implementing welfare programmes for pre-school children. The programme is implemented through the Indian Council of Child Welfare, New Delhi. The training course for Bal Sevikas has a duration of 11 months and includes training in pre-school education, recreation, health, nutrition and social work. Thirty-six Bal Sevika training Institutes are functioning in different States/UTs through the State Branches of Indian Council for Child Welfare.

In their last report (1979-80) the Commission had pointed out the need for having additional training centres set up in the districts which have sizeable Sch. Castes and Sch. Tribes population and 50% seats should be reserved for women belonging to Sch. Castes and Sch. Tribes communities in such centres. It may be emphasised that in order to enable Sch. Caste and Sch. Tribe women, who do not show enough mobility to take advantage of training, such a step would be very helpful.

### *Working Women's Hostel*

The main aim behind this scheme, started by the Government of India in 1972, was to provide safe accommodation at reasonable cost in urban areas and to avoid the hardship faced by working women from low-income groups. Since the inception of the scheme in 1972-73, 196 hostels with a total capacity of 13,234 inmates were sanctioned upto 1979-80 in different States. During 1980-81, grants for nine new hostels and for expansion of one hostel have been sanctioned upto 31-1-1981 to provide accommodation to 536 working women.

The Commission recommend that steps should be taken to ensure that working women belonging to Scheduled Castes and Scheduled Tribes are also attracted to these hostels to achieve integration and statistics should be collected by the Ministry of Social Welfare in respect of Scheduled Castes and Scheduled Tribes working girls living in these hostels. To have such hostels in tribal areas as well, the pattern of assistance to voluntary organisations for construction of working women hostels in backward and tribal areas should be made more liberal by giving assistance for cost of land or by giving 90% instead of 75% of the cost of construction.

### *Condensed Courses of Education and Functional Literacy for Adult Women*

During 1980-81 (upto 31-12-1980) a total number of 720 condensed courses benefiting about 15,000 women were conducted under the programme. The scheme of functional literacy for Adult women in the age group 15—45 years sanctioned during the year 1975-76 as a Centrally Sponsored Scheme was taken up in the I.C.D.S.

projects. Under the Scheme non-formal education is imparted to adult women using functional literacy as the means in the subjects of health and hygienic, food and nutrition, home management, child care, and civic education. Training in vocational and educational skills by way of education, home crafts etc. In the last few years some areas, mostly tribal areas in the States of Uttar Pradesh, Bihar and Madhya Pradesh have come to notice from where adult women are enticed away for immoral purposes. The Commission would suggest that a special scheme which would provide some moral education to women and also impart skills which would enable them to supplement their household income, should be drawn up and introduced in such areas by the Ministry of Social Welfare.

### ROLE OF VOLUNTARY ORGANISATION

Some voluntary organisations have played a pioneering role in the task of improving the social conditions of Scheduled Castes and also the development of the Scheduled Tribes. Some of these institutions like the Harijan Sewak Sangh, the Bhartiya Adimjati Sewak Sangh and the Servants of India Society and many others are of an All-India character and these are working in a number of States. The Ministry of Home Affairs have been providing grants to the institutions of an All-India character for running a variety of Schemes. Most of these schemes are educational but some of them are also aimed at other aspects of social development. The Harijan Sewak Sangh has been working for improvement of working conditions of scavengers while Servants of India Society and the Bhartiya Adimjati Sewak Sangh have schemes for improving the skills of women. In addition, the State Governments and U.T. Admns. have undertaken similar schemes to provide grants to the voluntary organisations of a local character. Realising the importance of the role that the voluntary organisations can play in

developmental programmes, in recent years a number of other Ministries have enlisted their co-operation in various types of programmes, the most important being the Ministry of Social Welfare and Ministry of Health and Family Welfare. It has been observed that in certain areas and for programmes which requires an extension type of workers, voluntary agencies having roots in the rural areas can play a very effective role.

During 1980-81 a provision of Rs. 1,25 crores was made by the Ministry of Home Affairs for providing grants-in-aid to 23 organisations of an All-India character. Since the work of social and educational development of the Scheduled Castes can be best done by involving voluntary workers especially their own leaders, there is definitely a scope for providing assistance to a larger number of voluntary agencies specially for some of the programmes like improving the working conditions of scavengers and sweepers, welfare of tribal and Harijan women, providing assistance to eligible persons for taking benefit of the economic programmes etc. etc. It is, therefore, felt that the Ministry of Home Affairs should expand this programme and the following measures will have to be taken for achieving this end :

1. The scheme of aid to voluntary agencies should be widely publicised by the Ministry of Home Affairs so that more organisations come forward to seek assistance.
2. The Ministry of Home Affairs should devise a set of guidelines and also a few model schemes to help the voluntary agencies in expanding their area of operation.
3. Assistance may be provided to voluntary agencies having a sound footing in areas inhabited by the Scheduled Castes and Scheduled Tribes, even if they may not be of an All-India character.

## CHAPTER VI

### EDUCATIONAL DEVELOPMENT

Education is an instrument of progress not only for the country but also for the various groups within the country. Any programme designed for the socio-economic development of the weaker sections is, therefore, of necessity based on the educational development of these groups. After independence, great emphasis was laid on the educational development of the Scheduled Castes and Scheduled Tribes and we have come a very long way in this regard. However as the Working Group on the Development of the Scheduled Castes (1980—85) has stated, "In spite of the efforts during the last 30 years, the educational development of Scheduled Castes is still far behind that of the other communities. The literacy rate among Scheduled Castes, as recorded in the 1971 Census is only 14.7% as against the All India average of 33.80% (excluding Scheduled Castes and Scheduled Tribes). In some States, the general level of literacy among the Scheduled Castes continues to be much lower than the All India rate for the Scheduled Castes. Some of the communities have hardly any educated persons among them. The condition of education amongst women is even more unsatisfactory. The percentage of literacy among the Scheduled Castes women is only 6.44 per cent as against 22.25 per cent of other women (excluding Scheduled Castes and Tribes). There are several districts in the country where the literacy among Scheduled Caste women is as low as one per cent, going down to 0.2 per cent."

The Commission tried to obtain the literacy rate of various scheduled caste communities in the country and to go further into this matter. It appears that no study has so far been undertaken in this regard as far as the Scheduled Castes are concerned. However, for a sample, the literacy rate of various Scheduled Caste communities of Gujarat has been worked out from the basic census data which instead of giving literacy rate caste-wise/tribe-wise merely states the number of literates and illiterates among them. This table is given in Annexure I. It would be seen from this annexure that out of the 31 scheduled caste communities of the State 21 (67.74%) have a higher rate of literacy than All India literacy rate for Scheduled Castes. This is a matter of gratification but it is also a matter of regret that 10 out of 31 communities in the State have a much lower literacy rate than the others.

<sup>1</sup>The Ministry of Home Affairs in one of its background papers on tribal development have

published the classification of Scheduled Tribes by literacy rates. In its preface it is stated "An examination of the literacy figures would reveal that the rate of spread of literacy amongst different tribal groups varies considerably".

To bring out the variation in the various tribal groups, a statement has been prepared (Annexure II) which gives, State-wise literacy rate (Total), All Scheduled Tribes (General), Number of Scheduled Tribe Communities, number of Scheduled Tribe Communities having literacy rate above the All India average among them, above State total rate, and above all State Schedule Tribe rate.

It would be seen from this Annexure that in Assam and Nagaland all the Scheduled Tribe communities have a literacy rate which is above the All India rate for Scheduled Tribes. Similarly, 50% or more of the Tribal Communities are similarly placed in the States of Gujarat (61.54%), Himachal Pradesh (71.43%), Karnataka (70.00%), Kerala (73.00%), Maharashtra (64.10%), Manipur (94.12%), Meghalaya (75.00%), Tamil Nadu (75.00%), Tripura (53.33%) and Uttar Pradesh (80.00%). The actual percentage of Scheduled Tribe communities in the States is given in the bracket. In all the Union Territories except Arunachal Pradesh more than 50% of the tribal communities have a higher literacy rate. In Col. 7 of the Annexure is given the number and percentage of Scheduled Tribe communities in the State which have a higher rate of literacy than the State's Average (Total). The number of such communities is found in Assam (4—25%), Karnataka (1—3.33%), Kerala (3—11.54%), Maharashtra (2—5.13%), Manipur (10—58.82%), Meghalaya (4—33.33%), Nagaland (1—50%), Orissa (1—2.04%), Tamil Nadu (1—8.33%), Tripura (1—6.67%) and Uttar Pradesh (2—40%). Against the happy position given above, it would be seen that there is not a single Scheduled Tribe community in Rajasthan which has a literacy rate equal or above that of All India rate for Scheduled Tribes and in fact, there are 261 Scheduled Tribe communities in various State/Union Territories which are so placed.

It would thus be seen that the extent of variation between the literacy rate of various Scheduled Caste and Scheduled Tribe communities in various States is such that remedial measures are called for. The Commission suggest that special schemes



should be evolved for attracting the Scheduled Caste and Scheduled Tribe children of those communities whose literacy rate is less than 50% of the State's Average for these communities. In the case of Scheduled Castes, residential schools wherever necessary should be opened and in case of Scheduled Tribe communities, 50% of the seats in the Ashram Schools in the various States should be reserved for the children belonging to these communities.

#### *Enrolment of Scheduled Castes and Scheduled Tribes in Primary and Middle Stage*

The Planning, Monitoring and Statistics Division of the Ministry of Education and Culture is assigned the task of collection of various statistics regarding educational development including enrolment etc. The latest selected educational statistics prepared by the Department of Education and published in 1981 relate to the educational year 1979-80. These have been discussed and analysed in the Second Report of the Commission. However, it is found that the percentage of enrolment for the general students in the primary classes is 81.9 while that of Scheduled Castes is 75.7 and for Scheduled Tribes 69.2. In the middle stage of education (11-14 years), the percentage of enrolment to the respective age group population or general students is 38.4 while the corresponding figure for Scheduled Castes is 27.4 and for Scheduled Tribes it is as low as 18.2. The Commission had addressed a circular to all the State Governments to obtain figures of total enrolment and enrolment of Scheduled Castes and Scheduled Tribes in the age group 6-11 and 11-14 for 1978-79, 1979-80 and 1980-81 with a view to assess the enrolment figure as also the rate of increase of enrolment of Scheduled Castes and Scheduled Tribes students as compared to the general students. It is a matter of regret that the required information was only made available by 7 States and 4 Union Territories. Out of the 4 Union Territories, 2 are predominantly Scheduled Tribes areas i.e. Arunachal Pradesh and Mizoram. In the Annexure III are given the details on enrolment position in 1978-79 and 1980-81 and the percentage of increase or decrease.

It would be seen from the Annexure that the rate of increase of enrolment of Scheduled Castes in the primary stage (6-11 years) compares favourably as against the General Students in the States of Andhra Pradesh, Haryana, Himachal Pradesh, Rajasthan while it is almost equal in the States of Gujarat and Tripura. However, the enrolment figures for Scheduled Castes in primary stage have fallen in the State of Karnataka as compared to the increase in enrolment for general students. As regards the increase in the percentage of enrolment for Scheduled Castes in the age group 11-14 is concerned, it is found that the rate of increase is again higher in the

States of Andhra Pradesh, Haryana, Himachal Pradesh, Rajasthan, and Tripura while it is lower in the States of Gujarat and Karnataka. In the Union Territory of Delhi and Goa, the rate of increase for Scheduled Castes both for the age group 6-11 and 11-14 is higher.

As regards the rate of increase of enrolment for Scheduled Tribes is concerned, it is higher in both the age groups in the States of Andhra Pradesh, Karnataka, and Rajasthan. In Tripura however, while the rate of increase is higher for the age group 6-11, it is lower for age group 11-14. In Gujarat, the rate of growth for Scheduled Tribes in both these age groups is lower than the general category.

The Commission hope that the State Govt. would take adequate steps in the coming years so that the goal of universalisation of elementary education as envisaged in the Sixth Plan Document is achieved and the gap between the Scheduled Castes, Scheduled Tribes and others is eliminated.

In the last report of the Commission, the problems relating to drop-outs amongst the Scheduled Caste and Scheduled Tribe Students, pre-school education to the children of Scheduled Castes and Scheduled Tribes, recommendations of the Working Group for Educational Development of Scheduled Castes and Scheduled Tribes have been discussed in depth. Reference wherever necessary had also been made to the findings of the Fourth All India Educational Survey and other such studies. The Commission, therefore, do not propose to further review these aspects in relation to the educational development of the Scheduled Castes and Scheduled Tribes. However, a few important observations from the report of the Sub-Working Group on the Development of the Scheduled Castes, 1980-85 need to be repeated as these are the observations to which the Commission would like to lay the greatest emphasis. The Sub-Working Group has stated, "Education as a mechanism for the attainment of equality for the Scheduled Castes is not likely to give them much of a headway unless it really equips them to be equal in knowledge and in skills to those in relation to whom they expect to be socially equal. It is not adequate that the Scheduled Castes are enrolled in educational institutions in proportion to their population plus an additional factor to cover the gap. It is necessary that their performance in education compares favourably with that of their non-Scheduled Caste colleagues. Enrolment serves merely to draw Scheduled Castes out of their socially forced segregation into a circle which offers possibilities for their integration. But unless Scheduled Caste students are enabled to stand on their own merit and face competition with others in the circle into which they are brought, they are in danger of becoming isolates who cannot merge with the mainstream of life in the circle. In other words, unless Scheduled Caste



students are consciously equipped to improve their performance, complete at par and excel in relation to their non-Scheduled Caste/poors, they are in danger of being confined to a vicious circle of backwardness". The Commission commend the recommendations of the Working Groups and would make an endeavour to constantly keep a watch on the implementation of these recommendations, which have now been communicated to the State Governments by the Ministry of Education, for formulating detailed programme, relating to (i) removal of impediments which compel Scheduled Castes and Scheduled Tribes agricultural labour families, artisan families and other similarly placed categories to press into service their children even to earn more subsistence income, (ii) schemes for award of pre-matric scholarships to the relevant categories of the Scheduled Castes and Scheduled Tribes and girls of these communities, (iii) special schemes for remedial coaching for Scheduled Castes and Scheduled Tribes specially in Science and Mathematics at pre-matric and post-matric levels, (iv) results of the efforts of planned channelisation of Scheduled Castes and Scheduled Tribes into different courses linked with job opportunities, in consultation with major employers to the fullest extent possible, and (v) steps taken by the State Governments towards implementing programmes for providing primary education to the major tribal groups.

#### *Expenditure under the Backward Classes Sector*

The Government of India under Backward Classes Sector give assistance to States/Union Territories on matching basis for various schemes. The financial outlay for 1980-81 for Central and Centrally Sponsored Schemes is given below :

Year	Number of students (in lakhs)			Expenditure (Rs. in crores)		
	Sch. Caste	Sch. Tribe	Total	Central	State	Total
1	2	3	4	5	6	7
1979-80*	4.28	0.78	5.06	7.57	38.88	46.45
1980-81**	4.71	0.86	5.57	20.00	38.88	58.88
	*Provisional			**Anticipated		

The number of scholarships awarded to Scheduled Caste/Tribe students increased during the year under report by 0.51 lakh over 5.06 lakhs during 1979-80 (Scheduled Castes 0.43 lakh

(Rs. in lakhs)			
Sl. No.	Name of Scheme	Expenditure outlay	
		1979-80	1980-81
1.	Post Matric Scholarship@	757.00	2000.00
2.	Pre-matric Scholarship for children of those engaged in unclean occupations	7.00	31.00
3.	Book Banks . . . . .	10.00	30.00
4.	Girls Hostels . . . . .	143.00	145.00
Total		917.00	2206.00

The financial outlay proposed during 1980-81 for various schemes for the educational development of the weaker sections under the Backward Classes Sector was Rs. 2206.00 lakhs as against Rs. 917.00 lakhs expenditure incurred during 1979-80.

#### *Post-Matric Scholarships Scheme*

Award of post-matric scholarships, under the Backward Classes Sector, to the Scheduled Castes/Tribe students pursuing their studies in recognised educational institutions in India is one of the important Centrally Sponsored Programmes.

During 1980-81, the financial outlay proposed to the States/Union Territories by the Ministry of Home Affairs for award of Post-matric Scholarship is to the tune of Rs. 2000.00 lakhs as against Rs. 757.00 lakhs during 1979-80.

The number of Post-matric Scholarships awarded to the Scheduled Caste/Tribe students and expenditure incurred during 1979-80 and anticipated number of Scheduled Caste/Tribe students and expenditure for the year 1980-81 are given below :

and Scheduled Tribe 0.08 lakh) with an anticipated expenditure of Rs. 58.80 crores in 1980-81 as against Rs. 46.45 crores during 1979-80.

@Cent percent assistance is given for fresh cases of Post Matric Scholarship.

### *Working of the Post-Matric Scholarship Scheme*

The Commission had requested the State Governments to supply information regarding the working of the Post-Matric Scholarship scheme. This information has been furnished by only 5 States/Union Territories. The details of allocation, (from all sources) expenditure and the number of scholarships awarded by them is given in the table below :

(Rs. in Lakhs)					
Sl. No.	Name of State	Total allocation	Expenditure	Number of beneficiaries	
				SC	ST
1	2	3	4	5	6
1.	Karnataka . . .	404.12	332.03	34,804	2,791
2.	Mizoram . . .	76.23	72.82	—	4,784
3.	Goa . . .	0.32	0.67	65	3
4.	Pondicherry . .	2.58	2.577	422	—
5.	Himachal Pradesh	27.64	31.52]	1,108	892
Total .		510.89	440.617		

### *Rates of Post-Matric Scholarship, etc.*

In the Second Report of the Commission, detailed references and recommendations have been made for making suitable changes in the regulations for award of post-matric scholarships with a view to increase the rates of Scholarships, removal of the restriction for award of scholarship to only two children of a family. The Commission reiterates its earlier recommendations.

### *Pre-Matric Scholarships to Children of those Engaged in Unclean Occupations*

This scheme was introduced as a Centrally Sponsored Scheme from 1977-78. Under this scheme scholarships are awarded to those children studying in Classes VI to X in institutions having hostel facilities. The State Governments were asked to indicate the progress of the scheme. Information available from the States of Karnataka and Himachal Pradesh and the Union Territories of Goa and Pondicherry indicate that the scheme is not making any headway.

In the earlier part of the report, a reference has been made to great variations in the educational attainments/Literacy rates of various Scheduled Castes and Scheduled Tribes in the States/Union Territories.

The Commission have also referred in its Second report the fact that the benefits of the post-matric scholarship scheme are not accruing equitably to all the Scheduled Castes and Scheduled Tribes. The Commission recommend that

the scope of this scheme be enlarged so as to award pre-matric scholarships (@ Rs. 145 per child to cover board and lodging) to all the vulnerable Scheduled Castes and Scheduled Tribes including those belonging to communities whose children are unable to reach upto post-matric Stage due to economic/social constraints.

### *Book Banks*

The Commission had vide a circular sought information from various State Governments on the working of the Scheme in medical and engineering colleges so as to ascertain that all the Scheduled Caste and Scheduled Tribe students are covered under the scheme and supplied text books according to the rules framed for the issue of the same.

Although information has been received only from four medical colleges, it shows that there is no shortage of funds and there are sufficient number of seats available in the colleges. Similar information was sought in respect of engineering colleges. The information received shows that in Karnataka, the entire amount allocated for the scheme for purchase of adequate sets for both medical and engineering students has been utilised for the purchase of books. There are no engineering colleges in other States/Union Territories from where information has been received.

From the available information, it has been found that by and large text book sets are available to the Scheduled Castes and Scheduled Tribes students in medical and engineering colleges. The Commission hope that detailed information would be forthcoming for the next reports of the Commission.

### *Girls Hostels*

A Scheme for construction of hostels for girls has been in operation since Third Five Year Plan and the scope of the Scheme was enlarged in 1974. In 1980-81, an allocation of Rs. 1 crore was made for construction of hostels for Scheduled Caste girls and 0.45 crore for Scheduled Tribe girls hostels. Information was sought from the various State Governments to indicate the progress of the scheme. Information has been received only from the States of Karnataka, Himachal Pradesh and the Union Territories of Mizoram and Pondicherry.

In Karnataka, 8 hostels were sanctioned for Scheduled Caste girls and 4 for Scheduled Tribe girls from the period 1977-78 to 1980-81. Only three hostels have so far been completed.

In Himachal Pradesh during 1980-81, Rs. 0.45 lakh were released for construction of girls hostels. From 1974-75 onwards, a total amount of Rs. 5.20 lakhs was released as grant for girls hostels. However, only Rs. 3,03,640 has been spent.

In addition to the above scheme under Central Sector, it is understood that the Ministry of Home Affairs have proposed to implement two new schemes i.e. construction of Scheduled Caste boys hostels and pre-matric scholarships for the Scheduled Caste students studying in primary classes (I to IV) during 1980-85. It is suggested that the scheme should be so framed that the interests of the left out Scheduled Castes and Scheduled Tribes from the benefits of education are protected in matters of admissions etc.

#### *Educational Schemes under the State Sector*

The Commission in its Second Report had dealt with at great length information regarding working of various educational schemes for the Scheduled Castes and Scheduled Tribes from their State Sector funds and had also made recommendations with a view to increase the rates of scholarships/Stipends/Incentives for attendance. The Commission reiterates its recommendations made in this regard. The Ministry of Education and Culture (Deptt. of Education) while forwarding extracts of the recommendations made by the Working Group on Scheduled Castes, Scheduled Tribes and other Weaker Sections of the society relating to education have requested that these may be taken into account while formulating educational schemes under Special Component Plan for Scheduled Castes and the Sub-Plan for tribal areas. The Commission hope that the State Governments would give a serious consideration to the suggestions made by the Working Group and the recommendations of the Commission so that the goals fixed for achievement during the Sixth Plan are not only achieved but the quality of education of the students of these communities is so improved that they are enabled to stand and compete with their counterparts of other sections of the society.

Like previous years, the Commission addressed to the State Governments/Union Territories requesting them to intimate the progress of various schemes during 1980-81 regarding educational development under State Sector Plan.

The information has only been received from the State Governments of Karnataka, Himachal Pradesh and Sikkim and the (Union Territories of Pondicherry and Andaman & Nicobar Islands. The Govt. of Arunachal Pradesh have stated that they have no information to furnish since the entire population of the territory belongs to Scheduled Tribes.

The Commission, would, therefore, like to await detailed information from all the States for comments and analysis in the next report.

#### *Ashram Schools, Hostels Etc.*

These subjects have been dealt with in the last report of the Commission in great deal. The Working Groups of Scheduled Castes &

Scheduled Tribes and other Weaker Sections of the society have, in their recommendations, laid emphasis on creation of hostel facilities with a view to improve the college education. The Commission have noted that the Ministry of Home Affairs have proposed construction of Scheduled Caste boys hostels in the Sixth Plan. It is hoped that while formulating the programme for construction of hostels, running of Ashram Schools and related educational schemes, the State authorities would take into account the recommendations made in this regard in the Second Report. Important recommendations made in this regard are—(i) hostels should only be opened after proper survey regarding requirement to avoid mis-utilisation of hostel building or under-utilisation, (ii) there is greater need of hostels in urban centres with facilities for boarding. Due care should be exercised by the Govt. of India and the State Governments in selection of voluntary organisations for running hostels.

The Commission would further recommend that while selecting beneficiaries in educational schemes, due care should be given for the interests of Scheduled Caste and Scheduled Tribe communities who are lagging behind in taking benefits from the existing post-matric scheme and belong to communities who have lower rate of literacy.

#### *Opening of New Primary and Middle Schools in Tribal Areas and Areas of Scheduled Caste Concentration during 1980-81.*

With a view to assess the efforts made by the State Governments in enlarging the coverage of Scheduled Caste and Scheduled Tribe children of 16-14 age groups under the Universal Elementary Education Programme, the Commission had sought information from the State Governments/Union Territories regarding opening of new schools, primary and middle level in tribal areas and areas of Scheduled Caste concentration during the year 1980-81. This information has been received from 6 States and 3 Union Territories, a gist of which State-wise is given below :

#### **ANDHRA PRADESH**

Only 10 and 20 schools have been opened for Scheduled Castes concentration area and tribal areas respectively against sanctioned number of 70 and 20 schools during the year 1980-81.

#### **KARNATAKA**

While 234 primary schools have been opened in Scheduled Caste and Scheduled Tribe concentration areas, 339 primary schools have been upgraded to higher primary schools.

#### **HIMACHAL PRADESH**

While 6 primary and 5 middle schools were opened in areas of Scheduled Caste concentration, 13 primary schools were opened in tribal areas.

**GUJARAT**

50 and 17 new primary schools were opened in Tribal and Scheduled Caste concentration areas respectively.

**RAJASTHAN**

44 primary and 14 middle schools were opened in the tribal areas of the State.

**TRIPURA**

During the year 1980-81, no primary or middle school was opened even though there was sanction to open 26 primary and 16 middle schools in Tribal Sub-Plan area and 5 primary and 1 middle school in the areas of Scheduled Caste concentration existed.

**MIZORAM**

66 primary and 22 middle schools were opened.

**ARUNACHAL PRADESH**

This Union Territory is predominantly inhabited by the Scheduled Tribes. 21 primary schools were opened and 4 primary schools were upgraded.

**GOA, DAMAN & DIU**

There are no areas of Scheduled Caste concentration in this Union Territory. Only Daman district has been declared as Scheduled Tribes area. However, no new primary and middle schools were opened during the year under report.

**Incentives Provided by the State Govts./UT ADMNS.**

With a view to improving the quality of education and enrolment of the children belonging to the Scheduled Castes and Scheduled Tribes, the State Governments/U.T. Administrations have taken various measures as discussed below :

In *Andhra Pradesh*, the incentive measures provided include attendance scholarships and uniforms to the students studying in IV Class. During 1980-81, as many as 1492 and 315 Scheduled Castes boys and girls respectively were given attendance scholarship @ Rs. 40 per pupil per annum. 15 coaching centres in each district for VII Class common examination have been started for the benefit of Scheduled Caste students. In *Karnataka*, besides providing additional teacher for starting of schools in Scheduled Caste and Scheduled Tribe concentration areas, the scheme of starting of Pre-primary centres for cultivating the habit of school going at tender age has been introduced. Other incentive steps like attendance scholarships, supply of free text books have been taken under normal budget in the tribal sub-plan and Special Component Plan areas. In *Rajasthan*, the Scheduled Caste students have been totally exempted from payment of tuition fee and are also provided free dresses and books in Class I to Class III in rural areas. In *Haryana State*, no tuition fee is charged from Scheduled Caste students whose parent's annual income

is less than Rs. 6,000. Besides giving free stationery at primary and middle stages of education, the Scheduled Caste students of primary stage are given presence scholarships and are provided free uniforms at primary and middle stages of education. The *Government of Himachal Pradesh* in addition to providing free text books, writing material and uniforms and attendance scholarships, scholarships to Scheduled Caste girls who are studying in Class VI to VIII were provided @ Rs. 30 per month besides the initial grant of Rs. 100 per annum. During 1980-81, the Government have decided to grant scholarships to all students belonging to Scheduled Castes whose parent's/guardian's annual income does not exceed Rs. 6,000 in Classes I to V, @ Rs. 5 per month in addition to the initial grant of Rs. 10 per annum. Also mid-day meal is provided to the students studying in Classes I and II. At the Secondary level of education also, the Government provide free text books to the students of Class IX to XI, free clothing @ Rs. 20 per student of Classes IX to XI and scholarships @ Rs. 30 per month is sanctioned to Scheduled Caste girl students studying in Classes IX to XI in addition to the initial grant of Rs. 100 per month. The *Government of Gujarat*, in addition to providing free text books and uniforms to the children in tribal areas provides financial assistance of Rs. 100 per year to all the talented girls from SCs, STs and Other Backward Classes who continue their further studies after Class IV till they finish their primary education. The parents/guardians of the children belonging to primitive groups have been provided free clothing and food so as to induce them to send their wards to the schools. Coaching Classes for the students who fail in Class IV have been proposed and the adult education classes for all the illiterate adults is being conducted under the adult education programme. Residential quarters for teachers with a view to increase enrolment are being constructed in tribal and SC concentration areas. In Tripura, besides giving attendance scholarships to Scheduled Caste and Scheduled Tribe girl students reading in Classes II to VIII, strengthening of book banks in Middle and secondary school levels and giving book grants to students of primary classes, free uniforms are provided to Scheduled Caste and Scheduled Tribe girl students reading in Classes III to VIII. Special coaching classes are being run for the students belonging to Scheduled Caste and Scheduled Tribe communities and the scheme of nationalisation of text books in Primary and Middle stages of education has been introduced.

In the Union Territory of *Goa, Daman & Diu*, only free boarding and lodging facilities are provided to the tribal children studying in the two Ashram Schools opened in Daman district. In *Pondicherry*, 100% coverage of Scheduled Caste students of I to V Classes has been ensured under the Mid-day meal scheme besides providing

merit-cum-means scholarships for the Scheduled Caste girl students. In the Union Territory of Mizoram, a new wing of the Department of Education and Social Welfare has been opened for improvement of standard of School education and for effective implementation of various projects of the National Council of Educational Research and Training.

*Implementation of Reservation orders for Reservation of Seats for Scheduled Castes and Scheduled Tribes in Medical Colleges*

In the Second Report of the Commission, the entire position of reservation of seats for Scheduled Castes and Scheduled Tribes for admissions into graduate and post-graduate courses in the medical colleges of the various States have been dealt with in detail and it is not proposed in this report to repeat the same. The Commission had sought information from the State Governments regarding implementation of the reservation orders during 1980-81, in the medical colleges situated in their States. Information from only 8 State Governments/Union Territories has been received in respect of 23 colleges out of 107 medical colleges all over the country. This information has been tabulated in Annexure-IV from which it may be seen that by and large reservation orders are being followed in admissions into graduate courses. Similar information regarding reservation in post-graduate courses is given in Annexure V. It would be seen from the Annexure that reservation in post-graduate courses are provided in Gujarat, Andhra Pradesh, Karnataka and in the Post-graduate institute of Medical services, Chandigarh. In Haryana and Himachal Pradesh, no reservation in post-graduate course for Scheduled Castes and Scheduled Tribes has been provided.

The Commission reiterate its observation that the policy of reservation for admissions into medical colleges should be strictly followed.

*Reservation of Seats for Scheduled Castes and Scheduled Tribes in General, Engineering and other Technical Educational Institutions*

Details of the instructions issued by the Ministry of Education and steps taken by the University Grants Commission in this regard were discussed in detail in the Second Report of the Commission.

With a view to assess implementation of instructions regarding reservation of seats in various engineering and other technical institutions, information was sought from the State Governments for this report. In this case also information was supplied by 8 States only which in some cases related only to a few colleges and was not complete. It is hoped that detailed information would be forthcoming for the next report of the Commission to enable proper review of the implementation of reservation orders. The Commission reiterate its observations that the policy of reservation for admission into general engineering and other technical institutions be strictly implemented.

*Research Fellowships*

The University Grants Commission has provided adequate reservation in award of Junior Research Fellowships, Senior Research Fellowships and Research Associateships etc. These have been fully discussed in the Second Report of the Commission and are, therefore, not repeated.

**ANNEXURE I**  
*Scheduled Casteswise Population and Literacy*

S. No.	Name of the Caste	Population 1971	% to Total S. C. Population	% of Literacy
1	2	3	4	5
<i>All Scheduled Castes</i>		1825432	..	27.74
1. Ager		15	N	..
2. Bakad, Bant		310	0.02	9.35
3. Bawa-Dedh, Dedh-Sadhu		5178	0.28	23.67
4. Bhambi, Bhambhai, Asadaru, Asodi, Chamadia, Chamar, Chambhar, Chamgar, Haraiyya, Harali, Khalpa, Machigar, Mochigar, Madar, Madig, Mochi, Nalia, Telugu, Ranigar, Rohidas, Hohit, Samgar, Mochi, Kamati, Mochi.		415334	23.00	26.29
5. Bhangi, Mehtar, Olgana, Rukhi, Malkana, Halalkhor, Lalbegi, Balmiki, Korar & Zadmalli.		232885	12.76	21.12
6. Chavadi		84	N	9.52
7. Chenna Dasar, Holaya Dasar		4	N	..
8. Dāngashia		1926	0.11	20.61
9. Dhor		399	0.02	7.01
10. Garmatang		899	0.05	16.79
11. Garoda, Garo		38179	2.09	49.72
12. Hadi		9215	0.51	10.52
13. Halleer		13	N	38.46
14. Halsar, Haslar, Hulosvar, Halosvar		4	N	..
15. Holar, Valhar		11	N	63.63
16. Holaya, Holer.		34	N	11.76
17. Lingadar		9	N	66.66
18. Mahar, Taral, Dhegu Megu		4806	0.26	29.06
19. Mahyavanshi, Dhed, Dhedh, Vankar, Moru Vankar, Antyaj		750173	41.09	33.34
20. Mang, Matang, Mimodig		1257	0.07	17.26
21. Mang-Garudi		105	0.01	16.19
22. Meghval, Meghwal, Mengwar		149049	..	12.54
23. Mukhri		2	N	50.00
24. Nadia or Hadi		12862	0.70	27.63
25. Pasi		273	0.02	31.50
26. Senva, Shenva, Cheuva, Sedma, Ramat		47803	2.56	17.95
27. Shemalia		4	N	..
28. Thori		167	0.01	11.37
29. Tirgar, Tirbanda		4165	0.23	23.69
30. Turi		11834	0.65	34.44
31. Turi, Barot, Dedh Baro		2870	0.16	24.39
32. Unspecified		127954	0.01	27.58

## ANNEXURE II

*Statement Showing Statewise Literacy Percentage of State (Total), All Scheduled Tribes (General), Number of Scheduled Tribe Communities, Number of Scheduled Tribe Communities having Literacy Rate above All India Average among Scheduled Tribe State (Total) All India Sch. Tribe (General)*

All India average of literacy percentage —33·80

All India average of literacy percentage among Scheduled Tribes —11·3

Sl. No.	Name of State/Union Territory Administrations	State (Total)	All Scheduled Tribes (General)	Number of Scheduled Tribe Communities	Number of Scheduled Tribe communities above All-India average of literacy percentage among Scheduled Tribes	Number of Scheduled Tribe communities above State (Total)	Number of Scheduled Tribe Communities above all Scheduled Tribe (General)
1	2	3	4	5	6	7	8
1.	Andhra Pradesh . . . . .	24·57	5·33	25	3 (12·00)	Nil (0·00)	15 (60·00)
2.	Assam . . . . .	28·72	26·02	16	16 (100·00)	4 (25·00)	7 (44·00)
3.	Bihar . . . . .	19·94	11·64	23	8 (34·78)	Nil (0·00)	7 (31·00)
4.	Gujarat . . . . .	35·79	14·12	26	16 (61·54)	Nil (0·00)	11 (42·31)
5.	Himachal Pradesh . . . . .	31·96	15·89	7	5 (71·43)	Nil (0·00)	4 (57·14)
6.	Karnataka . . . . .	31·52	14·85	30	21 (70·00)	1 (3·33)	14 (46·67)
7.	Kerala . . . . .	60·42	25·72	26	19 (73·08)	3 (11·54)	13 (50·00)
8.	Madhya Pradesh . . . . .	22·14	7·62	50	5 (10·00)	Nil (0·00)	12 (24·00)
9.	Maharashtra . . . . .	39·18	11·74	39	25 (64·10)	2 (5·13)	23 (58·97)
10.	Manipur . . . . .	32·91	28·71	17	16 (94·12)	10 (58·82)	12 (70·59)
11.	Meghalaya . . . . .	29·49	26·45	12	9 (75·00)	4 (33·33)	6 (50·00)

1	2	3	4	5	6	7	8
12. Nagaland	. . . . .	27.40	24.01	2	2 (100.00)	1 (50.00)	1 (50.00)
13. Orissa	. . . . .	26.18	9.46	49	16 (32.65)	1 (2.04)	24 (48.98)
14. Rajasthan	. . . . .	19.07	6.47	5	0.00 (0.00)	Nil (0.00)	1 (20.00)
15. Tamil Nadu	. . . . .	39.46	9.02	12	9 (75.00)	1 (8.33)	9 (75.00)
16. Tripura	. . . . .	30.98	15.03	15	8 (53.33)	1 (6.67)	3 (20.00)
17. Uttar Pradesh	. . . . .	21.77	14.59	5	4 (80.00)	2 (40.00)	2 (40.00)
18. West Bengal	. . . . .	33.20	8.92	31	13 (4.94)	Nil (0.00)	18 (58.06)
19. Andaman & Nicobar Islands	. . . . .	43.59	17.85	2	1 (50.00)	Nil (0.00)	1 (50.00)
20. Arunachal Pradesh	. . . . .	11.29	5.20	89	28 (31.46)	28 (31.46)	56 (74.16)
21. Dadra & Nagar Haveli	. . . . .	14.97	8.90	6	3 (50.00)	2 (33.33)	3 (50.00)
22. Goa, Daman & Diu	. . . . .	44.75	12.73	5	4 (80.00)	Nil (0.00)	3 (60.00)
23. Laccadive, Minicoy and Amindive Islands	. . . . .	41.37	41.37	Whole Tribes	population is scheduled as Scheduled (100.00)		
				492	231 (46.95)	60 (27.0)	245 (49.80)



# ANNEXURE III

*Enrolment of Scheduled Caste/Scheduled Tribe in Age Groups in (6—11) and (11—14) as Compared with General Students and Rate of Increase/Decrease between 1978-79 and 1980-81 in the States/Union Territories*

(In hundreds)											
State/Union Territory		1978-79			1980-81			Percentage (+) Increase (—) Decrease			
		General	Sche- duled Caste	Sche- duled Tribe	General	Sche- duled Caste	Sche- duled Tribe	General	Scheduled Caste	Scheduled Tribe	
1.	Andhra Pradesh	6—11 11—14	49254 7707	8856 884	2285 136	53678 8823	10443 1135	2775 199	(+) 8.38 (+) 14.48	(+) 17.92 (+) 28.39	(+) 21.44 (+) 46.32
2.	Delhi	6—11 11—14	6231 2936	1496 322	—* 0	6687 3236	1606 420	—* —*	(+) 7.32 (+) 10.22	(+) 7.35 (+) 30.43	— —
3.	Goa	6—11 11—14	1196 657	23 09	12 01	1297 698	030 12	14 01	(+) 8.44 (+) 6.24	(+) 30.43 (+) 33.33	(+) 16.67 —
4.	Gujarat	6—11 11—14	40136 10866	3508 815	5252 745	42910 11390	3740 850	5610 770	(+) 6.91 (+) 4.82	(+) 6.81 (+) 4.29	(+) 6.69 (+) 3.36
5.	Haryana	6—11 11—14	11730 4349	1672 421	—* —*	13002 5051	2015 573	—* —*	(+) 10.84 (+) 16.14	(+) 20.51 (+) 36.10	— —
6.	Himachal Pradesh	6—11 11—14	4947 1622	990 239	163 40	5457 1966	1165 307	164 47	(+) 10.31 (+) 21.21	(+) 17.68 (+) 28.45	(+) 0.61 (+) 17.50
7.	Karnataka	6—11 11—14	37517 11602	570 104	821 151	38252 11885	491 106	680 134	(+) 1.96 (+) 2.44	(—) 3.73 (+) 1.92	(—) 17.17 (—) 11.26
8.	Rajasthan	6—11 11—14	2533 660	323 62	217 39	2890 762	430 90	287 50	(+) 14.09 (+) 15.45	(+) 33.13 (+) 45.16	(+) 32.26 (+) 28.21
9.	Tripura	6—11 11—14	2898 514	336 51	448 65	2738 643	437 64	643 81	(+) 30.51 (+) 25.10	(+) 30.06 (+) 25.49	(+) 43.53 (+) 24.62

\*There are no Scheduled Tribes.

# ANNEXURE IV

## Graduate Course

Sl. No.	Name of the State	Name of the College	Total Seats	Reserved for		Actual Admission	
				SC	ST	SC	ST
1	Gujarat	Smt. NHL Municipal Medical College, Ahmedabad	100	20% collectively		18	2
2	Haryana	Medical College, Rohtak	115	23		20	—
3	Andhra Pradesh	Sr. Medical College, Hyderabad	82	11	3	11	1
4	Himachal Pradesh	Himachal Pradesh Medical College, Simla	69	10	3	9	3
5	Karnataka	1. Bangalore Medical College, Bangalore	150	22	4	28	2
		2. Medical College, Mysore	100	15	3	19	2
		3. Karnataka Medical College, Hubli	100	15	3	15	4
		4. Medical College, Bellary	100	15	3	4	4
		5. St. Johns' Medical College, Bangalore	60	9	2	4	1
		6. Kampagowda Institute of Medical Sciences, Bangalore	100	15	3	—	—
		7. Dr. Ambedkar Medical College, Bangalore	100	15	3	Information available.	not
		8. M. S. Ramaiah Medical College, Bangalore	100	15	3		
		9. Kasturba Medical College, Manipal & Mangalore.	228	33	7		
		10. JJM Medical College, Devnagar	125	19	4	3	—
		11. J. N. Medical College, Belgaum	105	15	3	3	—
		12. Medical College, Gulbarga	100	15	3	N.A.	N.A.
		13. Government Dental College, Bangalore	35	5	1	1	1
6	Goa	Goa Medical College	70	9	3	1	—
7	Bihar	1. Bhagalpur Medical College, Bhagalpur	50	7	5	7	4
		2. Sri Krishna Medical College, Muzaffarpur.	50	7	4	6	—
		3. Magadh Medical College, Gaya	50	7	5	6	—
		4. Patliputra Medical College, Dhanbad	50	7	5	5	10
8	West Bengal	North Bengal Medical College	50	N.F.	N.F.	11	—

# ANNEXURE V

## Post-Graduate Course

Sl. No.	Name of the State	Name of the College	Total seats	Reserved for		Actual Admission	
				SC	ST	SC	ST
1	2	3	4	5	6	7	8
1	Gujarat	KM School of Post-graduate Medicine & Research, Ahamadabad	96	7	13	5	4
2	Haryana	Medical College, Rohtak PG MD/MS PG Dip.	70 45	As per recommendations of Medical Council of India, the admission to various PG courses is made on merit basis and there is no reservation.			
3	Andhra Pradesh	Sr. Medical College, Hyderabad	53	15	5	8	1
4	Himachal Pradesh	Himachal Pradesh Medical College, Simla	6	—	—	—	—
5	Karnataka	1. Bangalore Medical College, Bangalore 2. Medical College, Mysore 3. Karnataka Medical College, Hubli 4. Medical College, Bellary 5. Kasturba Medical College, Manipal & Mangalore 6. JJM Medical College, Devanagar 7. JN Medical College, Belgaum 8. MR Medical College, Gulbarga 9. Govt. Dental College, Bangalore	161 69 78 12 153 64 20 27 11	24 10 12 2 23 10 3 3 2	5 2 2 — 5 2 — — —	35 7 3 2 5 19 11 3 6	2 1 1 — — 1 3 3 —
6	Lakshadweep	There is no medical college in the Union Territory of Lakshadweep and candidates are nominated to neighbouring States through Govt. of India.					
7	Chandigarh	There is no medical college in the Union Territory of Chandigarh. About 4-5 seats for MBBS/BDS are allotted by the Govt. of India every year against which nominations are done. 20% seats are, however, reserved for Scheduled Castes and Scheduled Tribes.					
8	Andaman & Nicobar	There is no medical & Engineering College in the Union Territory of Andaman & Nicobar. Seats to the extent of 20% of the total medical and engineering seats allotted to the Territory in the Medical and Engineering on the mainland stand reserved for Scheduled Tribes candidates as per policy decision taken by the Govt. of India. Such seats as are not utilised by them are allotted to non-tribal candidates and such un-utilised reserved seats are not carried forward for the next year.					
9	Meghalaya	There is no medical college in the State of Meghalaya.					
10	Mizoram	There is no medical college in the State of Mizoram.					
11	Pondicherry	There is no medical college under the control of Pondicherry Administration. There is one medical college at JIPMER under the direct control of Ministry of Health & Family Welfare.					

## CHAPTER VII

### TRIBAL DEVELOPMENT

The broad objectives of the tribal sub-plan have been (i) to narrow the gap between the levels of development of tribal areas and other areas; and (ii) to improve the quality of life of the tribal communities. To achieve these objectives, elimination of all forms of exploitation of tribals particularly in land, moneylending, malpractices in the exchange of agricultural and forest produce, was given high priority. The tribal sub-plan was envisaged as representing total development effort in the identified areas with the aid of resources pooled from various sources viz. (i) outlays from the State Plans, (ii) investment by Central Ministries, (iii) Special Central Assistance of the Ministry of Home Affairs and (iv) institutional finance.

The strategy of tribal sub-plans was evolved in the course of the Fifth Plan for areas having 50% or more of tribal concentration and tribal sub-plans were prepared in 18 States and Union Territories namely, Andhra Pradesh, Assam, Bihar, Gujarat, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Orissa, Rajasthan, Tamilnadu, Tripura, Uttar Pradesh, West Bengal, Andaman and Nicobar Islands and Goa, Daman and Diu. The States and Union Territories with predominant tribal population, namely, Arunachal Pradesh, Meghalaya, Mizoram, Nagaland, Lakshadweep and Dadra and Nagar Haveli were not included in the tribal sub-plan approach as it was considered that their State plans were, in fact, plans for the development of the tribal people. Subsequently in August, 1980, tribal sub-plan areas were delineated in respect of Sikkim also.

The tribal sub-plan areas covered about 65% of the scheduled tribes in 18 States and Union Territories. The tribal sub-plan area was divided into 180 Integrated Tribal Development Projects for operational purposes. Individual project reports were prepared on the basis of local resource endowment, felt needs of the people and general availability of infrastructure and social service facilities.

It is significant to mention here that whereas between the period of First to Fourth Plan, funds amounting to Rs. 220.70 crores flowed towards tribal development, an outlay of Rs. 644 crores from State Plans (including Rs. 120 crores special Central Assistance) was provided in the

Fifth Plan (1974-78). Information regarding sector-wise allocation is given below:—

Sector	Percentage of allocation
1. Agriculture and allied sectors . . . . .	29%
2. Co-operation . . . . .	5%
3. Irrigation and power . . . . .	27%
4. Transport and Communication . . . . .	10%
5. Industries . . . . .	4%
6. Social and community services. . . . .	22%
7. Economic and general services . . . . .	3%

Besides, pockets with 50% or more tribals in a population of 10,000 in contiguous areas were included in the Tribal Sub-Plan areas from 1979-80 onwards raising the tribal population covered under the tribal sub-plan to 75% at the beginning of the Sixth Plan.

#### *Investment under various Heads of Development in Tribal Sub-plan areas*

Available information regarding percentages of allocations under various heads of development in tribal areas from 1978-79 to 1980-81 is given below :—

Sl. No.	Sector	1978-79	1979-80	1980-81
1.	Agriculture and allied activities	29.60	28.70	26.80
2.	Co-operation .	5.20	3.58	3.08
3.	Water and power development	27.00	33.77	33.22
4.	Industries and minerals	3.90	2.90	3.27
5.	Transport and Communications	9.90	9.78	9.67
6.	Social and Community Services	21.80	18.83	21.16
7.	Economic and General Services	2.60	2.44	2.70

It would be seen from above information that in the pattern of investment in tribal areas sectors like water and power development received priority over agriculture and allied activities and social and community services. It is observed that power and water development have taken about one-third share. Transport and Communication got nearly 10% share. It appears that sizeable outlays were being earmarked towards infrastructural development as compared to family oriented programmes. The Commission therefore recommend that an expert group may be set up in the Ministry of Home Affairs to examine the pattern of allocations and expenditure in tribal areas and the impact that has been made on the quality of life of tribal people. The group should also study sectoral priorities for Sub-Plan funds for each State/UT having tribal population in relation to already laid down priorities in their Annual Plans.

*State-wise Review of Tribal Sub-plan performance  
Outlay-expenditure pattern 1974-79*

Information regarding outlays and expenditure pattern during 1974-79 is given in the following table :—

(Rs. in crores)				
Sl. No.	State/UT	Outlay	Expenditure	Percentage
1	2	3	4	5
1	Andhra Pradesh	53.48	48.52	90.73
2	Assam	33.48	30.32	90.56
3	Bihar	204.59	178.29	87.15
4	Gujarat	96.39	87.80	91.09
5	Himachal Pradesh	18.37	15.93	86.72
6	Karnataka	5.21	2.17	41.65
7	Kerala	2.95	2.80	94.92
8	Madhya Pradesh	216.70	155.28	71.66
9	Maharashtra	119.43	107.23	89.78
10	Manipur	35.09	38.22	188.92
11	Orissa	123.45	116.03	94.00
12	Rajasthan	53.01	61.53	116.07
13	Tamil Nadu	5.83	5.26	90.22
14	Tripura	19.41	18.46	95.11
15	Uttar Pradesh	1.42	0.94	66.20
16	West Bengal	50.47	45.80	90.75
17	A. & N. Islands	2.21	1.60	72.40
18	Goa, Daman & Diu	1.35	1.08	80.00
Total		1042.84	917.27	87.96

It would be seen from above that excepting Rajasthan and Manipur there was a shortfall in expenditure in remaining 16 States/UTs.

The position of utilisation of funds was lowest in Karnataka (41.65%), Uttar Pradesh (66.20%), Madhya Pradesh (71.66%) and Andaman and Nicobar Islands (72.40%). The percentage of utilisation of funds ranging between 75% to 90% has been reported from Goa, Daman & Diu, Maharashtra, Himachal Pradesh and Bihar. 90% and more expenditure has been noticed in Andhra Pradesh, Assam, Gujarat, Kerala, Orissa, Tamil Nadu, Tripura and West Bengal.

Among many factors responsible for shortfall in utilisation of funds prominent ones were inadequacy of administrative machinery, lack of general preparedness for investments, deficiency in accounting system, procedural delays and delays in issuing sanction.

Available State-wise information regarding the pattern of outlay and expenditure during 1979-80 is given below :—

(Rs. in crores)				
Sl. No.	State/UT	Outlay	Expenditure	Percentage
1	2	3	4	5
1	Andhra Pradesh	18.51	18.42	99.51
2	Assam	12.37	11.13	89.98
3	Bihar	73.54	73.54	100.00
4	Gujarat	44.06	46.56	105.67
5	Himachal Pradesh	9.07	7.54	83.13
6	Karnataka	3.59	3.59	100.00
7	Kerala	1.94	1.94	100.00
8	Madhya Pradesh	86.64	77.21	89.12
9	Maharashtra	49.16	46.81	95.22
10	Manipur	13.86	13.86	100.00
11	Orissa	67.31	73.05	108.53
12	Rajasthan	36.61	34.49	94.21
13	Tamil Nadu	3.04	3.04	100.00
14	Tripura	9.71	9.71	100.00
15	Uttar Pradesh	0.85	0.78	91.76
16	West Bengal	20.83	16.41	78.78
17	A. & N. Islands	2.70	2.38	88.15
18	Goa, Daman & Diu	0.33	0.32	96.97
Total		454.11	440.78	97.06

It is noticed from above that percentage of utilisation of funds improved from 87.96% in 1974-79 to 97.06% in 1979-80. 100% utilisation was reported from Orissa, Gujarat, Bihar, Karnataka, Kerala, Manipur, Tamil Nadu and Tripura. 90 to 99.99% utilisation was noticeable in Andhra Pradesh, Maharashtra, Rajasthan, Uttar Pradesh and Goa, Daman & Diu. Percentage of expenditure between 75% to 89.99%

was incurred in Assam, Himachal Pradesh, Madhya Pradesh, West Bengal and Andaman and Nicobar Islands. The trend of surrendering funds in Madhya Pradesh and Andaman and Nicobar Islands is worth mentioning.

#### *Preparation of Sixth Five Year Plan*

The Planning Commission appointed a Working Group in July, 1980 for formulation of strategy for development of Scheduled Tribes. The Working Group in their report submitted in November, 1980, emphasised the need for beneficiary oriented schemes with following objectives :—

- (i) Raising productivity levels in the fields of agriculture, horticulture, animal husbandry, forestry, cottage, village and small scale industries, so as to create an economic impact of an order which will enable 50% of the families living below the poverty line in tribal sub-plan areas to cross it.
- (ii) Educational programmes to be given priority.
- (iii) Building up of an adequate infrastructure.
- (iv) Steps to eliminate exploitation of tribals in the fields of alienation of land, money lending, debt bondage, trade, excise, forest, etc.

In her letter, dated 12th March, 1980 addressed to the Central Ministries, the Prime Minister laid stress on (i) quantification of funds, (ii) formulation of appropriate programmes, and (iii) suitable adaptation of ongoing programmes while developing the tribal areas and the tribal people.

#### *Sixth Five year Plan 1980-85*

It has been reported in the Sixth Plan document that the contributions from financial institutions and also from Central and Centrally Sponsored Schemes would be tapped more fully to promote tribal development. The programme content would also require to increase the productivity levels of agriculture and horticulture, animal husbandry, forestry, small and village industries and marketing. These would need to be linked with improved post-harvest technology. The LAMPS would be improved to provide credit and marketing facilities.

Resettlement of shifting cultivators amongst the tribals in 233 blocks over 62 districts would be improved by provision of a package of services required. Education is key to the development of human resource alongwith provision of basic amenities like safe drinking water, adequate shelter and health care and an optimal level of nourishment. Their special health problem like sickle cell anaemia, goitre and other endemic ailments would be tackled. A substantial programme for control of leprosy would be taken up. Formulation of project reports and programmes for the primitive tribes would receive special attention. A separate organisa-

tional structure would be created with careful selection of personnel to deal with their problems sympathetically. Arrangements for monitoring and concurrent evaluation would be strengthened.

The Ministry of Home Affairs in July, 1980 requested the Central Ministries to exhibit the funds quantified under each scheme for tribal sub-plan areas under distinct sub-heads in the budget of the Ministry. On 14th May, 1981, the Ministry also convened a meeting of the representatives of some selected Ministries to discuss the role of each Ministry in the preparation of tribal sub-plan.

The progress of work done by Central Ministries was also reviewed in the meeting of Members of Parliament belonging to Scheduled Tribes on 30th October, 1981.

#### *Outlays provided in Sixth plan (1980-85)*

Available State-wise information regarding tribal sub-plan outlays in respect of Sixth Plan (1980-85) is given below :—

(Rs. in lakhs)					
Sl. No.	State/UTs.	State Plan	Flow to Tribal Sub-Plan	Percentage	Special Central Assistance
1	Andhra Pradesh.	310000	13949	4.50	1720
2	Assam . . .	111500	12115	10.78	2033
3	Bihar . . .	322500	62526	19.39	5718
4	Gujarat . . .	368000	47729	12.97	3436
5	Himachal Pradesh. . .	56000	4491	8.02	649
6	Karnataka . . .	226500	2380	1.05	314
7	Kerala . . .	155000	1935	1.25	239
8	Madhya Pradesh	380000	62900	16.55	11167
9	Maharashtra . .	617500	29885	4.83	2788
10	Manipur . . .	24000	7596	31.65	824
11	Orissa . . .	150000	38544	25.70	5651
12	Rajasthan . . .	202500	20266	10.01	2011
13	Sikkim . . .	3701	431	11.65	118
14	Tamil Nadu . .	315000	1698	0.54	469
15	Tripura . . .	24500	4900*	20.00	712
16	Uttar Pradesh	585000	223	0.04	53
17	West Bengal . .	350000	18033	5.15	2023
18	A. & N. Islands	9660	1548	16.02	58
19.	Goa, Daman & Diu . . .	19200	151	0.79	22
Total .		4230561	331200	7.83	40000

NOTE : It excludes outlay of Central Ministries and Institutional figures.

\* Provisional to be recast.

### Performance during 1980-81 (First Year of Sixth Plan)

Whereas total outlays in 1979-80 was Rs. 454.11 crores (Rs. 394.66 crores Tribal Sub-Plan and Rs. 59.45 crores S.C.A.), it increased to Rs. 546.83 crores in 1980-81 (Rs. 488.02 crores Tribal Sub-Plan and Rs. 58.81 crores S.C.A.). This shows that there was an increase of 20.41% in the total size, 23.65% in Tribal Sub-Plan and there was decrease of 1.08% in Special Central Assistance. It is noticed that Component of State Plan towards Tribal Sub-Plan came down in 1980-81 as compared to 1979-80 in States/UTs., of Himachal Pradesh, Madhya Pradesh, Tamil Nadu, Uttar Pradesh, West Bengal, Goa, Daman & Diu. Details are furnished below :—

(Rs. in lakhs)

Sl. No.	State/UT	Outlay		
		T.S.P.	S.C.A.	Total
1.	Andhra Pradesh	2298.00	225.00	2523.00
2.	Assam	1402.00	324.50	1726.50
3.	Bihar	9138.00	829.00	9967.00
4.	Gujarat	4839.73	480.00	5319.73
5.	Himachal Pradesh	718.00	130.00	848.00
6.	Karnataka	325.00	13.17	338.17
7.	Kerala	305.00	66.90	372.09
8.	Madhya Pradesh	8394.75	1611.00	10005.75
9.	Maharashtra	3900.07	481.96	4382.03
10.	Manipur	1454.00	130.00	1584.00
11.	Orissa	8563.87	770.35	9334.22
12.	Rajasthan	3815.29	256.49	4071.78
13.	Tamil Nadu	277.60	69.00	342.60
14.	Tripura	977.74	133.00	1090.74
15.	Uttar Pradesh	65.88	—	65.88 SCA* included in SP
16.	West Bengal	2011.79	354.03	2365.82
17.	A. & N. Islands	289.78	17.89	307.67
18.	Goa, Daman & Diu	25.46	12.81	38.27
Total		48802.15	5881.10	54683.25

\*SCA including in SP.

It may be of interest to mention here that funds on tribal sub-plans in proportion to their State populations were provided during 1980-81 by the States of Andhra Pradesh, Bihar, Himachal Pradesh, Karnataka, Kerala, Manipur, Orissa, Rajasthan, Tamil Nadu, Uttar Pradesh and West Bengal. In the States of Assam, Gujarat, Madhya Pradesh, Maharashtra and Tripura the funds on tribal sub-plans were yet to be earmarked in proportion to the tribal population.

### Working of Integrated Tribal Development Projects

This Commission directed some of its field offices to study the working of Integrated Tribal Development Projects set up in the Tribal Sub-Plan areas. Study Reports were received from the field offices located at Hyderabad, Patna, Bhopal and Bhubaneswar. Following projects were studied.

Name of the field office	Name of District and Project selected for study
1. Director for SCs/STs, Andhra Pradesh, Hyderabad.	Visakhapatnam District (Paderu Project)
2. Director of SCs/STs, Bihar, Patna.	Ranchi District (Khunti Project).
3. Director for SCs/STs Madhya Pradesh, Bhopal.	Betul District (Betul Project)
4. Director for SCs/STs, Orissa, Bhubaneswar.	Koraput District (Malkangiri Project)

The salient findings are given below :—

1. The Project Officers did not possess adequate control over the various departmental functionaries in Bihar, Madhya Pradesh and Orissa States.
2. Schemes like minor irrigation, horticulture, orchards and vegetable cultivation were in great demand.
3. Adequate veterinary care required to be provided while popularising schemes for the development of cattle and poultry, etc.
4. Schemes for the development of land had not been formulated to the required extent.
5. Alongwith the introduction of new schemes linkage with market was considered essential.

### Pockets of Tribal Concentration

The tribal sub-plan areas covered areas of tribal concentration taking the development block as the unit. It was, however, noticed that pockets of tribal concentration were still left out of the tribal sub-plan strategy. It was decided during the Sixth Plan that pockets of contiguous villages having 10,000 or more total population of whom at least 50% are scheduled tribes should be carved out for intensive integrated development on a modified area development approach under the tribal sub-plan strategy. Accordingly 188 pockets of tribal concentration covering a scheduled tribe population of 27.05 lakhs were carved out. The coverage of tribal population is expected to go up to 75%.

For the development of Scheduled Tribes in the pockets of tribal concentration a provision of Rs. 5,200 lakhs has been made in the Sixth

Plan out of special central assistance. During 1980-81, a sum of Rs. 885 lakhs was released in the following manners :—

1. No.	State	Pocket of Tribal concentration			
		No. of pockets	Amount released Rs. in lakhs	Total population in lakhs	Per capita amount released
1	Andhra Pradesh	17	70.10	1.56	44.93
2	Bihar	41	128.10	4.24	30.21
3	Gujarat	14	65.20	2.77	23.53
4	Madhya Pradesh	32	277.90	5.90	47.10
5	Maharashtra	18	45.60	1.57	29.04
6	Orissa	29	86.10	3.22	26.73
7	Rajasthan	36	210.00	6.70	31.34
8	Uttar Pradesh	1	2.20	1.09	2.01
Total		188	885.20	27.05	32.72

From the above table it is seen that pockets of tribal concentration do not exist/have not been identified in Assam, Himachal Pradesh, Karnataka, Kerala, Manipur, Sikkim, Tamil Nadu, Tripura, West Bengal, Andaman and Nicobar Islands and Goa, Daman & Diu. Comparatively more pockets were identified in Bihar, Rajasthan, Madhya Pradesh and Orissa than in respect of Maharashtra, Andhra Pradesh, Gujarat and Uttar Pradesh.

From the information pertaining to the release of Special Central Assistance it is noticed that as against an average allocation of Rs. 32.72 per tribal in the pockets of Tribal concentration, the allocations are meagre for Uttar Pradesh, and inadequate for Gujarat and Orissa. As regards Uttar Pradesh, it is learnt that most of the tribals falling under this category are availing of the benefits out of Hill Area Development Programme.

The Commission, therefore, recommend that allocations under Special Central Assistance should be adequately increased for the pockets of tribal concentration in the States of Gujarat and Orissa.

#### Primitive Tribal Groups

Out of about 250 tribal groups in the country, 52 tribal communities fall under the category of primitive tribal groups.

Available information regarding Statewise distribution of 52 primitive tribes is given below :—

Sl. No.	Name of State/UT	No. of primitive tribes	Particulars
1	2	3	4
1	Andhra Pradesh	3	Kolam, Chenchus, Konda Reddy.
2	Bihar	9	Birhor, Mal Paheria, Asurs, Birjias, Pahariyas, Korwa, Hill Kharia, Savar, Sauria Paharia.
3	Gujarat	3	Kathodi, Kot Walia
4	Karnataka	2	Janu Kuruba, Korage
5	Kerala	2	Kurumbas, Cholenaikayan.
6	Madhya Pradesh	4	Abujmeriahs, Baigas, Bharias, Hill Korhas, Saharias.
7	Maharashtra	3	Katkaria (Kathodia), Kolam, Maria Gond.
8	Orissa	9	Bondo, Saura, Kharia, Mankidias Kutia Kondh, Paudi Bhuyans, Juangs, Lanjia Sauras, Bongarie Kondh.
9	Rajasthan	1	Saharia
10	Tamil Nadu	6	Kota, Paniyan, Toda, Kattu, Naicken, Irula, Kurumba.
11	Tripura	1	Reangs.
12	Uttar Pradesh	1	Raji
13	West Bengal	3	Birhor, Toto, Lodha
14	Andaman and Nicobar Islands.	5	Great Andamanese, Onge, Jarwa, Senteneless, Shompen.
Total		52	

It may be mentioned that out of States having tribal population there are no primitive tribal groups in North Eastern States and other States/UTs like Himachal Pradesh, Sikkim and Goa, Daman & Diu. Largest number of such tribes have been identified in Bihar and Orissa (9 each), Tamil Nadu (6), Andaman and Nicobar Islands (5), Madhya Pradesh (4), Andhra Pradesh, Gujarat, Maharashtra and West Bengal (3) each, Karnataka, Kerala (2 each), Rajasthan, Tripura and Uttar Pradesh (1 each).



The programmes for their development are being financed entirely by the Central Government out of Special Central Assistance as given below :—

	(Rs. in lakhs)
1975-79 (Released) . . . .	331.00
1979-80 (Released) . . . .	162.75
1980-81 (Released) . . . .	200.00
1981-82 (Released) . . . .	326.00
1982-83 (Outlay) . . . .	450.00

Statewise allocations during 1980-81 were as shown below :—

*Outlay for Primitive Tribes 1980-81*

Sr. No.	State/UT	Outlay (Rs. in lakhs)	No. of primitive tribal groups in the State
1	2	3	4
1.	Andhra Pradesh . . . .	25	3
2.	Bihar . . . . .	20	9
3.	Gujarat . . . . .	18	3
4.	Karnataka . . . . .	4	2
5.	Kerala . . . . .	5	2
6.	Madhya Pradesh . . . .	35	4
7.	Maharashtra . . . . .	17	3
8.	Orissa . . . . .	30	9
9.	Rajasthan . . . . .	20	1
10.	Tamil Nadu . . . . .	7	6
11.	Tripura . . . . .	13	1
12.	Uttar Pradesh . . . . .	1	1
13.	West Bengal . . . . .	5	3
14.	Andaman & Nicobar Islands. Yet to be allotted.		5
Total . . . . .		200	52

The Ministry of Home Affairs have reported that financial assistance is provided to the States on the basis of project reports formulated by these States. It is noted that projects reports have not been received for half of the Primitive Tribal Groups. Still, it is noted from the above table that although Rajasthan, Tripura and Uttar Pradesh have only one Primitive Tribal Group each, outlay varies considerably, i.e. Rs. 1 lakh for Uttar Pradesh, Rs. 13 lakh to Tripura and Rs. 20 lakh for Rajasthan. Andaman and Nicobar Islands having 5 Groups is yet to be allotted funds. Higher outlays for Andhra Pradesh, Madhya Pradesh, Gujarat and Maharashtra indicate that developmental work among

the primitive tribes has gained some momentum in these States as compared to Primitive Tribe predominant States of Bihar, Orissa and Tamil Nadu. This shows that the development of primitive tribes has not received priority it deserved.

The Commission therefore recommend that Project Reports for remaining Primitive Tribal Groups should be prepared urgently and for this purpose Ministry of Home Affairs should provide financial as well as other technical assistance, if required. In the selection of schemes and personnel, utmost care should be observed by the State Governments/Union Territory Administrations.

Considering the problems and sensitive nature of primitive tribal groups it is recommended that the Ministry of Home Affairs in the Tribal Development Division should have a separate Cell for this work comprising specialists from different professions, namely, Agriculture, Forestry, Social Sciences, and Village Industries, Environment Scientists, Health specialists, etc.

The non-official agencies should also be involved in the task of the development of primitive tribes and adequate grants released to them. Workshop on 'Primitive Tribes' was organised by the Ministry of Home Affairs during January, 1975 and since then the subject was not accorded serious attention. The Commission recommend that the progress of the development of primitive tribes should be reviewed every two years at the national level and every year at the State/UT level.

*Dispersed Tribals*

Information regarding the State-wise population of dispersed tribals is given below :—

Sr. No.	State/UT	Population (in lakhs)
1.	Andhra Pradesh . . . . .	5.91
2.	Assam . . . . .	3.77
3.	Bihar . . . . .	7.23
4.	Gujarat . . . . .	7.53
5.	Himachal Pradesh . . . .	0.58
6.	Karnataka . . . . .	1.31
7.	Kerala . . . . .	1.95
8.	Madhya Pradesh . . . . .	15.25
9.	Maharashtra . . . . .	9.50
10.	Manipur . . . . .	0.20
11.	Orissa . . . . .	12.80
12.	Rajasthan . . . . .	10.91
13.	Tamil Nadu . . . . .	1.67
14.	Tripura . . . . .	1.07
15.	Uttar Pradesh . . . . .	1.75
16.	West Bengal . . . . .	14.90
17.	Sikkim . . . . .	0.40
18.	Andaman & Nicobar Islands .	0.001
Total . . . . .		96.75

The table shows that the concentration of dispersed tribals is more in West Bengal, Madhya Pradesh, Orissa, Rajasthan and Maharashtra States. The Working Group on Tribal Development has suggested that developmental programmes for the dispersed tribals should be adequately built into the general rural development programmes and the flows from the general developmental sectors should be supplemented by funds of the Backward Classes Welfare Sector. The package of services should be drawn on a family basis within a block and separate administrative arrangements within general sectors should be made to implement and monitor programmes. Instead the Commission would like to make the following recommendations :—

- (1) The population of dispersed tribals in the country being nearly 97 lakhs, i.e. nearly one fourth of total tribal population in the country should not be considered a small group.
- (2) The dispersed tribals need protection and opportunities for their socio-economic development just as other Scheduled Tribes need in the country.
- (3) The State Governments/UT. Administrations should prepare family based plans for these groups and allocate adequate financial provisions.
- (4) One fourth of the Special Central Assistance released by the Ministry of Home Affairs should be allocated for the dispersed tribal groups.
- (5) The Planning Commission/Ministry of Home Affairs/State Governments/UT Administrations (having dispersed tribal groups) should take up socio-economic

Surveys, studies to find out the level of development of the scattered tribals and to suggest measures for their all round development.

- (6) The Ministry of Home Affairs should set up a Cell in the Tribal Development Division to exclusively look-after the 'Dispersed Tribals'.
- (7) The allocations under the 'Backward Classes Welfare Sector' should be reasonably enhanced and suitably apportioned for the Dispersed Tribal Groups.
- (8) The Ministry of Home Affairs should separately take up the cause of the development of Dispersed Tribals with the Planning Commission.

#### Development Corporations

Development Corporations were established in States of Andhra Pradesh, Assam, Bihar, Gujarat, Karnataka, Kerala, Maharashtra, Madhya Pradesh, Orissa, Rajasthan etc. for ameliorating the economic condition of Scheduled Castes and Scheduled Tribes. Available information regarding the functioning of the Corporations is given below :—

#### Andhra Pradesh

The Corporation was established with an authorised share capital of Rs. 500.00 lakhs and subscribed share capital of Rs. 37.65 lakhs. Its primary duty is to undertake the task of economic betterment in the fields of Agriculture, Animal Husbandry, Small Scale and Cottage Industries and Business and Transport. The progress of the Corporation during 1979-80 and 1980-81 was as given below :—

(Rs. in lakhs)

Year	Total cost <sup>a</sup> of the scheme sanctioned	Subsidy involved	Institutional Finances	Peoples contribution	Margin money	No. of beneficiaries
1	2	3	4	5	6	7
1979-80	276.08	94.18	125.75	6.06	50.08	17804
1980-81	319.41	100.87	155.60	4.39	58.55	12328

It is noted that each individual scheme comprises of 3 components, viz :

- (i) *Subsidy* : 50% subsidy is received from the Tribal Sub Plan, Plan Funds, Central Assistance of ITDA's, IROP.
- (ii) *Margin Money* : Margin money to an ex-

tent of 20% of the total cost of a scheme is sanctioned to the Scheduled Tribes from TRICDR, Special Employment & Industries Department Funds.

- (iii) *Institutional Finance* : The remaining 30% of the cost of the scheme is tapped from the banking agencies.

The programmes undertaken by the Corporation are as follows :—

(Rs. in lakhs)

	Total cost	Margin Money	Subsidy	As on 31-10-1981 ST beneficiaries
	1	2	3	4
1. Normal Economic Supplemental Schemes (20% margin money loan)	800	152	—	42686
2. Normal Schemes from 3% Reserved funds . . . . .	141	28	—	3623
3. Six point formula funds . . . . .	40	6.91	9.86	1373
4. Trade Assistance . . . . .	—	0.45	—	163
5. Assigned Land Development . . . . .	14	6.25	18	1075
6. Development of Surplus land . . . . .	12.32	2.47	6.17	620
7. Direct loan . . . . .	17.54	N.A.	N.A.	1765
8. Self employment Schemes . . . . .	1063	1.96	N.A.	51305
9. Fisheries Development . . . . .	3	N.A.	N.A.	N.A.
10. Construction of hostel bldgs. . . . .	37.86	N.A.	N.A.	N.A.

Some of the important schemes pertaining to Special Employment Schemes included under Normal Economic Support Schemes were cycle shops, Fair Price shops, typewriting training, stenography, stainless steel, tailoring, tractor, sheep and poultry, fertiliser depot, ice parlour, kirana, clothes, brick makers, pig rearing, match industry, milch animals, ornaments, mini bus, basket making, saw mill training, salt making, printing press, training in masonry, carpentry and sericulture, chilli mill, etc.

#### Gujarat

The Corporation was set up in October, 1972. The Government of Gujarat has provided an amount of Rs. 5.00 crores as capital contribution. An amount of Rs. 106.75 lakhs has been provided as capital contribution upto 31st March, 1981.

To provide soft loans @ 6% interest from capital contribution, the Corporation formulated 26 regulations and advances are made under these regulations to the cooperative societies and approved voluntary organisations to enable them to carry out integrated activities of credit, marketing of agriculture produce, supply of agriculture inputs, collection of minor forest produce, lift irrigation and supply of consumer goods, loans for milch cattle, poultry farms, installation of oil engine and electric motor and share capital. During 1980-81 loan assistance amounting to Rs. 38.42 lakhs was given to 53 societies/organisations, and 4395 tribal persons benefited.

The Corporation obtains loans from nationalised banks on State Government guarantee and provides loans to tribals through Co-opera-

tive Societies at the same rate of interest. Details of achievement were as follows :

(Rs. in lakhs)

Sr. No.	Scheme	1979-80		1980-81	
		Loans	Bene-ficiaries	Loans	Bene-ficiaries
1.	Purchase of milch cattle . . . . .	238.32	11,909	199.76	9,230
2.	Purchase of Bullock/Bufalo. . . . .	60.43	4,103	55.80	4,417
3.	Purchase of Bullock carts . . . . .	1.73	126	4.30	290
4.	Poultry Farms . . . . .	16.94	308	43.46	731
5.	Fisheries . . . . .	—	—	0.42	35
6.	Oil Engine . . . . .	4.49	91	2.15	43
7.	Electric Motor . . . . .	4.03	184	7.56	194
8.	Cottage Industries . . . . .	—	—	1.57	147
Total . . . . .		325.94	16,641	315.02	15,087

#### Karnataka

The Corporation was established in 1975 with authorised share capital of Rs. 5.00 crores and subscribed share capital of Rs. 216.5 lakhs.

Out of the margin money loan Programme Scheme (approved scheme) in collaboration with

Nationalised Banks following loan assistance was provided to Scheduled Tribes :—

(Rs. in lakhs)				
Year	25% of margin money loan by Corporation	75% of bank loan]	Total	Number of beneficiaries
1979-80	1.50	15.4	6.64	192
1980-81	1.02	3.16	4.18	284

Administrative expenditure during 1979-80 was Rs. 11.00 lakhs and during 1980-81 it went up to Rs. 13.23 lakhs. As regards setting up of production/industrial units, the watch assembly ancillary unit was set up during 1976. The working of the Corporation is being evaluated by the Director of Evaluation, Planning Department. The Corporation is not receiving any funds under Tribal Sub-Plan from other Departments of Government. The loan appli-

cations are procured by Banks and the eligible cases are intimated to the Corporation for release of margin money. The Corporation has not taken directly the programme of providing employment to the unemployed. It only provides 25% margin money in respect of cases recommended by Banks.

### Kerala

The Corporation was registered on 7th December, 1972 as a private limited company owned by the Government of Kerala with an authorised share capital of Rs. 2.00 crores. This has since been raised to Rs. 10.00 crores. Recently the Government of India has agreed to contribute towards share capital in the ratio of 49:51 between the Central and State Government. Its main object is to promote economic upliftment and better living conditions of Scheduled Castes and Scheduled Tribes by developing and utilising their manpower.

Available information regarding scheme-wise expenditure from December, 1972 to September, 1981 is given below :

(Rs. in lakhs)						
Scheme	Dec. 1972 to Mar., 1980		1980-81		April 1981 on wards	
	Beneficiaries	Amount spent	Beneficiaries	Amount spent	Beneficiaries	Amount spent
1. Hire Purchase scheme for auto rickshaw	232	28.430	—	—	—	—
2. Small business trade and industry	2029	47.650	392	18.446	822	36.373
3. Agricultural Land purchases Loan	2012	76.710	93	3.957	297	14.402
4. Training in auto-rickshaw driving	149	0.770	—	—	—	—
5. Housing Schemes No. 1.	2163	109.080	—	0.020	—	—
6. Housing Scheme No. 2	9893	265.440	107	24.945	N.A.	2.401
7. Housing Scheme No. 3	32	0.300	8	0.902	—	—
8. Housing Scheme No. 4	—	—	3704	24.946	6296	251.322
9. Assistance to Co-operative Societies	10	29.150	3	2.130	1	0.800
10. Machinery Scheme	5	0.420	—	—	—	—
11. Margin Money	—	—	137	0.458	347	5.330
12. Sewing Machine	—	—	2300	38.066	2684	24.906
13. Mini Industry Schemes	17	—	—	—	—	—
14. Foreign employment	—	2.900	—	—	482	22.412
Total	16542	560.850	6744	113.870	10929	357.946

The Corporation proposed to undertake following schemes :

1. Financial assistance for redemption of debt on mortgaged lands.
2. Financial assistance for land improvement.
3. Financial assistance to contractors or Nominees who undertake contract works.
4. Loan assistance for securing employment in foreign countries.
5. Assistance for starting clinics, nursing homes or similar institutions by qualified persons,
6. Assistance for specialisation in higher education in medicine, engineering, agriculture etc. in foreign countries.
7. Margin money scheme for industries with financial assistance from the Corporation.
8. Providing margin money for the purchase of lorries, trucks and taxis etc.
9. Securing dealership agencies from public sector undertakings.
10. Assistance for establishing petrol bunks.

#### *Orissa*

From the proceedings of the Managing Committee of the Tribal Corporation held on 7-12-1981, it was observed that the Corporation was not able to effectively channelise their procurement with LAMPS. The tribals were reluctant to come to the Corporation godowns to sell their minor forest produce because of the indifferent functioning at the field level. In respect of many consumer counters the extent of stock damaged was unduly high. It was suggested that the Corporation should have close liaison with the Marketing Federation not only of Orissa but also of Madhya Pradesh and the Tribal Corporation of Andhra Pradesh as well.

#### *Rajasthan*

The Corporation was set up on 27-3-1978 with the authorised share capital of Rs. 200 lakhs. The Corporation distributed fertilisers, seeds etc. worth Rs. 75.24 lakhs. Consumer articles were being distributed through 151 Centres and 62 sub-centres. During 1980-81 consumer articles of the value of Rs. 176.42 lakhs were distributed. During 1980-81 business in minor forest produce of the order of Rs. 22.70 lakhs was done. The Corporation played a useful role in enabling the tribals to get higher returns for their minor forest produce. Marketing of agricultural produce worth Rs. 4.84 lakhs was handled during 1980-81.

Loan upto Rs. 250 per family is given for meeting social obligations. A total amount of Rs. 3.34 lakhs was utilised in 1980-81.

Processing units for honey and chiranji had been set up. A bidi making society was also being set-up. The turnover of the Fisherman Society (formerly 361 members and later 569 members) which was Rs. 10.20 lakhs in 1977-78 increased to Rs. 19.88 lakhs during 1980-81. Except during 1977-78, the society earned profit every year.

It was reported that the total net loss suffered by the Corporation during 1976-79 was of the order of Rs. 11.01 lakhs, mainly due to establishment charges.

#### *Tripura*

The Corporation was set up in 1979 with an authorised share capital of Rs. 50 lakhs. In the paid up share capital as on 30-11-1981, the State Government's contribution from State Plan was Rs. 7.50 lakhs, from sub-plan Rs. 7.50 lakhs, total contribution of LAMPS being Rs. 40,221.00, contribution of Tripura State Co-operative Bank Ltd. and of Tripura Apex Marketing Co-operative Society Rs. 3010.00 and contribution of 65 individuals, belonging to ST was Rs. 945.00. Its object is to secure increasing flow of institutional finance from Commercial Banks for schemes that may be taken up by Scheduled Tribes for their economic upliftment.

Financial and physical achievements during 1979-80 and 1980-81 were nil since no bank participated in the implementation of margin money loan assistance scheme of the Corporation.

From the above description on the working of Tribal Co-operative Development Corporations it is observed that there is no uniform pattern. The Corporations are also coexisting with consumer federations, marketing federations, forest development corporations and some other specialised organisations working in tribal areas. With regard to providing credit facilities it is often reported that the banking institutions preferred to deal directly with the individual tribal borrowers than to link the programme with the Societies/Corporations. As the infrastructure of banks in tribal areas is thin, the existing co-operative institutions should be made use of extensively. The scope of consumption credit was also found to be very limited.

Next to credit is marketing. It was envisaged that NAFED at national level would extend marketing, technical, intelligence and other support to the State Level Tribal Co-operative Corporations but this did not materialise. As it has not become a reality it is recommended that a Federation of Tribal Development Corporations might be set up at the national level to handle all problems of the State level Corporations working in the tribal areas.

There is also a need to arrange/provide assured credit for effective marketing in tribal areas and, if need be, Central Co-operative Banks and the Reserve Bank of India should be

approached to provide credit at a concessional rate of interest.

Further, the Commission make the following recommendations :

1. The Tribal Co-operative Development Corporations should consider associating the educated tribal youth in their business activities.
2. The Tribal Corporations, wherever feasible should take to activities like fisheries and horticulture.
3. Mobile shops (van/bullock cart/cycle/head-load) should be popularised in tribal areas.

On account of extremely poor economic condition of the members of some of the tribal communities, the desirability of issuing loans to the earlier defaulters in the shape of food and kirana articles also requires to be considered.

#### *Development of tribals in Tribal Majority States/ U.Ts*

The State/U.Ts in which percentage of Tribal population to total State/U.T. population is more than 50% are considered to be tribal Majority States/U.Ts. Such States/U.Ts in the country number six, viz., two States, Meghalaya and Nagaland, and four U.Ts., Arunachal Pradesh, Mizoram, Lakshadweep and Dadra & Nagar Haveli. Strategy for the development of tribals of these States/U.Ts was not clearly spelt out by the Working Group on Tribal Development. The Report mentions that tribal majority States/U.Ts have not been included since development plans of these States/U.Ts were primarily meant for the Scheduled Tribes themselves. Nevertheless, it is the responsibility of the Government of India to highlight the extent to which the tribals have been enabled to join the main stream of national life. It is disheartening to note that neither the Ministry of Home Affairs in their Annual Report nor the Working Group on Tribal Development (1980-85) referred to the attainments of tribals in these States/U.Ts. Merely because, these are the tribal majority States, it cannot be claimed that tribals in these States/U.Ts have achieved required socio-economic development.

In the absence of concrete information on the development of Scheduled tribes in Meghalaya, Nagaland, Arunachal Pradesh, Mizoram, Lakshadweep and Dadra & Nagar Haveli, the Commission are not in a position to offer any comments about the levels of improvement brought in the condition of tribals of the areas under reference. However, the Commission have been able to go through the programmes of the North-Eastern Council.

#### *Work done by North-Eastern Council*

For the integrated development of the Hill States and Union Territories of the North-Eastern Region, the Government of India set up the

North-Eastern Council by an Act of Parliament. The Council was established in 1971 with headquarters at Shillong. The Council is required to take up such schemes as are of common interest to more than one State or U.T. and to the region as a whole under its development plans. During 1973-74, a nominal amount of Rs. 28 lakhs was spent by NEC, whereas it stepped up to Rs. 86.67 crores during 1974-79, Rs. 32.66 crores were utilised in 1979-80 alone. Against a provision of Rs. 340 crores during Sixth Plan (1980-85), it is estimated that an amount of Rs. 53.04 crores was spent in 1980-81. During 1981-82 a provision of Rs. 70.00 crores was made.

Between 1974-75 to 1978-79, 85.76% of the outlays were utilised. Information regarding sector-wise allocation is given below:

Name of the Sector	(Rs. in lakhs)		Percentage of utilisation
	1974-75 to 1978-79	Approved Expenditure	
1. Agriculture and allied services	1855.53	1362.63	73.44
2. Water and Power Development	4080.67	3889.21	95.31
3. Industries and Mining	351.18	263.73	75.14
4. Transport and communications	3126.91	2592.22	82.90
5. Social & Community services	531.96	483.00	90.80
6. General Services	94.16	67.48	71.66
7. Un-allocated	55.55	—	—
<b>Total</b>	<b>10095.96</b>	<b>8658.27</b>	<b>85.76</b>

The level of investment during 1979-80 was Rs. 32.66 crores. Information regarding sector-wise break-up of the outlay of Rs. 340 crores for Sixth Plan is given below :

Sl. No.	Name of Sector	(Rs. in lakhs)		
		Continuing schemes	New scheme	Total approved outlay
1.	Agriculture and Allied Programme	1920.41	1080.97	3001.38
2.	Water and Power Development	9361.22	2150.00	11511.22*
3.	Industry and Mining	256.60	1243.40	1500.00
4.	Transport and Communications	6194.00	9306.00	15500.00
5.	Manpower Development	1352.89	492.04	1844.93
6.	Social and Community Services	55.07	100.00	155.07
7.	General Services	245.00	255.00	500.00
<b>Total</b>		<b>19385.19</b>	<b>14627.41</b>	<b>34012.60</b>

\*Includes Rs. 1500.00 lakhs to be raised by NEEPCO as loan from financial institutions. (NEEPCO : North Eastern Electric Power Corporation).

Brief description of some of the main schemes implemented by North-Eastern Council is given below :

#### *Agriculture*

Pilot projects for the settlement of Jhumias (8) seed farms (9).

#### *Horticulture*

Progeny orchard-cum-nurseries (6) for citrus, apple, pear, guava, peach-seed farms for potato (5) ginger (2).

#### *Animal Husbandry*

Cattle breeding (5) Poultry (1) Duck (1) sheep (1) Pig breeding (2) Fodder seed farm (2).

#### *Plantation*

Coffee and Rubber.

#### *Fisheries*

Fish seed farm, High altitude fish seed farm.

#### *Power*

Hydro (2) Thermal (1).

#### *Transport*

200 km. of road — constructed.  
400 Km. of road — under construction.  
1100 Km. of road — under repairs.  
3000 Km. of road — construction improvement targeted for Sixth Plan.

#### *Bridge*

Bridge on the Brahmaputra at Bhomoraguri near Tezpur sponsored.

#### *Minerals*

Construction of ropeways.

#### *Banking*

A separate circle for North Eastern Region set-up alongwith Recruitment Board.

#### *Manpower development*

A massive training programme in agriculture being taken up.

#### *Handicrafts and Handloom*

The North-Eastern Handicrafts and Handlooms Development Corporation Ltd., set-up at Shillong.

The North-Eastern Council also proposed to undertake following activities :

- (i) Action on Hydel Project, Doyang (Nagaland).
- (ii) Kalisbhomora Road Bridge across Brahmaputra river.

(iii) Surveys of 4 railway lines, viz. Chaparmukh-Dibrugarh, Lalaghat-Vairangto, Dimapur-Chumukadima, Lakhapani-Kharasang.

(iv) Mini Cement Plants.

(v) Setting up of paper grade lime plants.

(vi) NE Region Committee for Science and Technology.

(vii) Special attention on the teaching of science and mathematics in selected Higher Secondary Schools.

(viii) Residential schools for selected students from Class V onwards for providing quality education.

(ix) Expansion in the activities of NE Handicrafts and Handlooms Development Corporation.

(x) Constitution of a separate Regional Recruitment Board for 20 Nationalised Banks of the NE Region.

(xi) Setting up of the North Eastern Institute of Bank Management.

It is recommended that the NEC may consider laying greater emphasis on following items:

- (i) Research and Experimental Projects.
- (ii) Arrangements for manpower training and development.
- (iii) Schemes for soil conservation.
- (iv) Nurseries for medicinal plants.
- (v) Experiment for developing designs of agricultural implements and machines which could be used by women.
- (vi) Researches in high value—Low volume crops and products (due to transport problem in the area).
- (vii) Training of Women on massive scale in agriculture and forestry operations.

In respect of Tribal Majority States/U.Ts this Commission would like to make following recommendations :

- (1) The Planning Commission and Ministry of Home Affairs should specifically report on the development of tribals in the Tribal Majority States/U.Ts in their plans and programmes.
- (2) The Ministry of Home Affairs in the Tribal Development Division should set up a cell to survey, monitor and evaluate the needs of tribals in such States/U.Ts and report on the level of development of tribals in their Annual Report.
- (3) Funds under Special Central Assistance for Tribal Development should also be provided for tribals in Tribal Majority States/U.Ts.

*Programmes for Scheduled Tribes identified by the Central Ministries for Tribal Sub-Plan Area*

It is a matter of gratification that the Central Ministries have initiated efforts and identified development programmes for the Scheduled Tribes. Brief position thereof is given below :

(1) *Ministry of Agriculture :*

*I. Agriculture Extension and Training :*

- (i) Study Tours by tribal farmers.
- (ii) Reservation of 25% seats for SC/ST farmers in Farmers Training Centres.
- (iii) Provision of 25% of seats for SC/ST persons in programmes such as (a) 'Stipends to Gram Sevaks for higher training leading to B.Sc. Degree' and (b) Higher Training of women personnel.
- (iv) Production of films on (a) Forestry as an aid to tribal economy, (b) weaning tribals from shifting cultivation and (c) oilseeds of tree origin etc.

*II. Crop oriented programmes :*

- (i) Maize Demonstration in Tribal Areas.
- (ii) Minikit programme of Millets.

*III. Soil and water conservation :*

- (i) Control of shifting cultivation in Union Territories.
- (ii) Soil Conservation in the catchments of River Valley Projects.
- (iii) Propagation of water harvesting Technology in Medium Rainfed Areas.
- (iv) Integrated Watershed Management in the catchments of flood prone rivers of Indo-Gangetic Basin.

*IV. Plant Protection :*

- (i) Employment to Scheduled Tribes in Central Plant Protection Training Institute, Hyderabad.
- (ii) Control of insects, pests and weeds by biological means.
- (iii) Setting up of 8 Stations of pest and disease surveillance scheme in Tribal areas.
- (iv) Expansion of Plant quarantine facilities.
- (v) Technical and Administrative Support for Plant Protection.
- (vi) Implementation of Insecticides Act.
- (vii) Strengthening of Locust Warning Organisation.
- (viii) Setting up of Regional Pesticides Laboratory.

*V. Bio-Gas :*

Higher subsidy upto 50% to be given to schedule Tribe farmers for setting up family size bio-gas plants.

*VI. Animal Husbandry :*

- (i) 2500 demonstrations for SC/ST out of Minikit Testing Programme on fodder Crops.
- (ii) 20% of commercial hybrid chicks procured from the Central Poultry Breeding Farm to be allocated to SC/ST farmers.
- (iii) 25% of cross-bred exotic rams produced in the Central Sheep Breeding Farm, Hissar to be reserved for SC & ST persons.
- (iv) 20% of the frozen semen doses for cattle owned by SC & ST out of Central Frozen Semen Production and Training Institute.
- (v) 25% of demonstrations to be carried out in the fields of SC/ST farmers out of Regional Stations for Forage Production and Demonstration scheme.
- (vi) 20% of the benefits of Foot and Mouth Disease Control Programme for the cattle belonging to SC & ST persons.

*VII. Dairy Development :*

2.5 million farmers belonging to SC & ST out of a total of 10 million farmers to be covered out of Operational Flood II Project.

*VIII. Fisheries :*

2000 hec. of water area benefiting 1800 tribal farmers to be settled out of Development of Agriculture Scheme. Regarding Inland Fisheries Project it was proposed to settle 15,000 hec. of water area to benefit 7,000 ST farmers.

*IX. Forestry :*

51719 tonnes of lac to be produced on the fields of tribals. In the Logging Training Centres, 5530 tribals to be trained. Social Forestry Programme including village fuel wood plantation and Soil Water and Tree Conservation in Himalayas also expected to benefit the tribals.

*X. Credit :*

As against the target of 700 lakhs membership for institutional credit it was proposed to cover 210 lakhs SC/ST persons (30%). Aimed to provide 50% of the total loans from Institutional sources to weaker sections, special measures to enable SC/ST persons to obtain credit through co-operative related to lower share capital, loans for subsidiary occupations, without surety of land or based on group security, provision of consumption credit to those without land or holding land below 0.5 acre, lower rates of interest and longer repayment schedule. The Commercial Banks were also informed that loans and advances to weaker sections should be increased to



50% of the total loans in the agricultural sector. Under the differential rate of interest scheme. 40% of the advances are earmarked for SC/ST. The Commercial Banks were also advised to dispense with security requirements for loans below certain amounts to facilitate easy access to credit for weaker sections. The number of Regional Rural Banks also are being expanded.

#### XI. Co-operation :

2400 LAMPS have been organised in tribal areas. Tribal Development Corporations have also been set up in major tribal States like Bihar, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, West Bengal and Manipur.

#### (2) Ministry of Rural Development :

From the implementation of the Integrated Rural Development Programme during the Sixth Plan period it was estimated that about 1.5 million Scheduled Tribes would benefit. Among the beneficiaries of Special livestock production programme the percentage of tribes was estimated to be about 10%. The Khadi and Village Industries Commission proposed for the development of such industries from which 50% of additional jobs would go to SCs/STs. It was envisaged to earmark funds for the development of markets in tribal areas. Under the ongoing National Rural Employment Programme the percentage of tribals was prescribed as 13% and it was expected that their participation would grow in the Sixth Plan. Under the Land Reforms measures financial assistance was provided to assignees of lands rendered surplus due to the imposition of ceilings on agricultural holdings. About 50% of the surplus land was distributed amongst SCs/STs and it was expected that 50% of allocations would be availed of by SC/ST persons.

#### (3) Ministry of Irrigation :

The Central Water and Power Commission had prepared a report on Irrigation Programmes for Hard Core Tribal areas and identified major and medium irrigation schemes in 116 Tahsils in 11 States\*. Hard core tribal tahsils were taken as those where the tribal population exceeded 50,000 and accounted for more than 50% of the population. The Schemes were to raise the level of irrigation to about 7% of the cultivated area in tribal areas as against 25% for the country.

As regards Minor Irrigation schemes, i.e. Surface Water Development and Ground Water Development (dugwells, tubewells and Borewells) the States having tribal areas are already reported to have taken up programmes. For the con-

struction of minor irrigation works tribal farmers are eligible for subsidy to an extent of 50% of cost subject to an amount of Rs. 5,000.

The Central Ground Water Board has proposed construction of 396 exploratory wells, hydro-geological Surveys in 1.24 lakhs sq.kms. and made financial allocation amounting to Rs. 250.00 lakhs for tribal areas in the course of Sixth Plan.

#### (4) Ministry of Commerce : (Department of Textiles)

##### (a) Sericulture :

It was proposed to cover 3.36 lakhs tribal families in the plans pertaining to sericulture development. The beneficiaries were proposed to be given package of services.

##### (b) Handicrafts :

The tribals were proposed to be assisted in matters relating to design, technical guidance, training, marketing extension and raw material, direct assistance to artisans and in organising co-operatives of tribals.

#### (5) Ministry of Industry : (Department of Industrial Development)

##### (1) Small Scale Industries :

(a) 80% of outlay earmarked for District Industries Centres has been set apart for tribal Sub-Plan area.

(b) 16% of outlay for technical publicity to be utilised in tribal areas.

(c) 10% of outlay in Testing Centres to be utilised on Centres proposed to be set up at places like Ranchi, Mysore, Bangalore, Durgapur, Agartala, Salem and Siliguri. Similar provision was made for Management Training programme.

(d) Earmarking of funds for schemes like Engineer Entrepreneurial Training and Interest Subsidy, Modernisation of selected Industries and Consultancy for Technical Services etc.

##### (2) National Small Industries Corporation

30% of financial assistance under the Hire Purchase Scheme has been reserved for Backward areas and units sponsored by entrepreneurs belonging to the SCs & STs. The scheme was expected to benefit nearly 5000 SC/ST persons during the Sixth Plan period. Additional training facilities for 150 ST/SC candidates per year to be created at Prototypes Development and Training Centres in the country and 100 SC/ST persons annually to be trained in leather.

\*Andhra Pradesh, Bihar, Assam, Gujarat, Madhya Pradesh, Maharashtra, Manipur, Orissa, Rajasthan, Kerala and West Bengal.

### (6) Ministry of Shipping and Transport :

Out of an allocation of Rs. 693.50 crores made for the development of National Highways, State Roads of Economic and Inter-State importance, Strategic Roads and Roads in Sensitive Border Areas during the Sixth Plan it was estimated that about Rs. 7.11 crores, (11%) would be utilised in the tribal areas. Six new routes of 1869 Kms. in the North-Eastern Region costing Rs. 20 crores would also benefit the tribal areas. Construction of four missing links in Meghalaya, improvement of one existing road in Himachal Pradesh and a few more roads in tribal areas costing about Rs. 15 crores are also proposed to be taken up. A sum of Rs. 6.5 crores was approved for providing grant-in-aid on selective basis for the development of roads in tribal areas.

### (7) Ministry of Education :

#### (a) School Stage :

For the spread of education among the tribals it is envisaged to initiate a non-formal part-time education programme in 1.54 lakh habitations of tribals in the country. In 1.05 lakh habitations, primary schools within the distance of 1 Km. are already reported to have been provided. Remaining 0.49 lakh habitations are proposed to be covered during the Sixth Plan period. In the sparsely populated areas residential schools (Ashram schools) are proposed to be set up. Other incentives for the popularisation of elementary education include special incentives like free text books and stationery, free uniforms, attendance scholarships, mid-day meals, hostel facilities, ashram schools and accommodation for lady teachers etc.

#### (b) Scholarships :

Out of 15,000 scholarships to be awarded annually to talented children from rural areas at Secondary stage it was proposed to cover 1,000 tribal children (6.66%). Out of the scheme of award of scholarships for studies in approved Residential Schools, 25 scholarships were reserved for tribals in the age group of 11 to 12 years whose parents/guardians' income did not exceed Rs. 6,000 p.a. The scholars were entitled to full school fees, residential charges, cost of books and stationery besides pocket money and clothing allowances.

#### (c) Higher Education :

The Universities were asked to provide reservations for SC/ST candidates in recruitment to the teaching posts and non-teaching posts to the extent prescribed for service under the Central Government/State Government as the case may be.

Efforts are to be made to provide special coaching for SC/ST students to pursue higher education. In the case of various scholarships like Research Fellowships, etc., a provision of 10% reservation has been made for SC/ST students. In the hostel seats a provision of 20% reservation for SC/ST students has been made. They are also given a concession of 5% marks in the minimum percentage of marks required for admission in any course, with a provision of further relaxation for making up the percentage of the reserved seats.

#### (d) Technical Education :

Five percent seats are reserved for tribal students for under-graduate and technical courses in engineering courses and polytechnics. Special coaching arrangements for admission to the Indian Institutes of Technology and to Regional Engineering Colleges have also been made. The Scheduled Tribes candidates carry lesser load in the semester examination in the I.I.Ts.

A provision of Rs. 500 per trainee, for books in I.I.Ts for tribal students also has been made. Scheme of providing free special guidance for about 10 months prior to the admission in the Engineering Colleges was reported to be under preparation.

#### (e) Languages :

Primers and Readers in 40 tribal and border languages have been prepared. A bilingual education programme is being developed in the Central Institute of Indian Languages, Mysore.

### (8) Ministry of Health and Family Welfare:

(i) *Health Care infrastructural facilities.* Out of 5,499 Primary Health Centres and 49,323 sub-centres in the country, their number in the tribal areas was 782 (14.22%) and 4571 (9.26%) respectively. A Primary Health Centre is established for every 30,000 population but this norm was relaxed to 20,000 population in case of tribal areas. Similarly the norm of 5,000 population for Sub-Centre was brought down to 3,000 for tribal areas. During the Sixth Plan out of 600 new PHCs, 100 PHCs were proposed to be opened in tribal areas.

(ii) Village Health Guides in tribal areas to be provided by relaxing the norm of 1 guide for 1,000 population.

(iii) Practitioners of tribal folk medicine to be given preference in the selection of village Health Guides.

(iv) Central Council for Research in Ayurvedic and Siddha to undertake research with the help of 10 tribal/Rural Projects.

- (v) The health status of 'Onge' tribe to be studied.
- (vi) Chotanagpur tribal belt to be covered by the mobile units of the Central Institute of Psychiatry, Ranchi.
- (vii) It was proposed to establish one dispensary of Indian System of Medicine in tribal blocks of Arunachal Pradesh and one in Lakshadweep.
- (viii) The Central Council for Research in Unani and Central Council for Research in Homoeopathy to extend their activities to tribal areas.
- (ix) Indian Council of Medical Research to study following aspects :
  - (a) Haematological and Clinical profile of sickle cell anaemia in tribal population around Ranchi in Bihar, Burla in Orissa and Raipur in M. P.
  - (b) Health and nutrition status of tribal population including genetic aspects in M. P.
- (x) It was proposed to set up a National Centre for studies in health and nutritional problems of tribals.
- (xi) The Indian Council of Medical Research has decided to set up Regional Medical Research Centres at Port Blair, Bhubaneswar and Shillong with the main objective of catering to be research on health problems of the tribal people inhabiting these regions.

#### (9) *Ministry of Social Welfare*

Out of 300 Integrated Child Development Services Projects, 97 Projects (32%) have been established in tribal areas. Special Nutrition Programme for Pre-School Children upto six years of age and expectant and nursing mothers was being implemented in almost all the Tribal Development Blocks in the country. With regard to the scheme run by the Central Social Welfare Board following relaxations had been made in the grant-in-aid rules for tribal areas :

- (a) The institutions working in tribal areas, even for less than 3 years were to be considered.
- (b) The institutions working in tribal areas to be considered for grants upto 75% to 95% as compared to 50% matching grants in the other areas.

The minimum educational qualification of tribal women intending to pursue condensed course education could also be relaxed. In the working women's hostels 7½% of seats had been reserved for tribal women.

It is observed that the contribution made by the various Ministries/Departments by orienting their schemes for the welfare of tribal sections has been inadequate. It is only now that nine Central Ministries/Departments have taken some positive steps in quantifying funds for tribal sub-plan areas.

The Commission recommend that all the concerned Central Ministries/Departments should accord priority to the task of earmarking of funds for tribal sub-plan areas. In case certain Ministries are finding the task difficult, the Ministry of Home Affairs should consider the desirability of providing consultancy services.

## CHAPTER VIII

### SPECIAL COMPONENT PLAN FOR SCHEDULED CASTES

The Scheduled Castes comprise 14% of the country's population and their proportion among the poverty groups is much larger. The Scheduled Castes are scattered in different parts of the country and are not concentrated in specified areas/pockets like the Scheduled Tribes and as such the area development approach is not quite practicable. Therefore, the best course is to concentrate on developing family and group-oriented programmes for their welfare. One of the major objectives of the development strategy for the Scheduled Castes during the Sixth Plan (1980—85) is that at least 50% of the Scheduled Castes are adequately and purposefully assisted through family oriented programmes for economic development to enable them to cross the poverty line by the end of 1984-85. Out of the 22 States and 9 Union Territories, except the State of Meghalaya and Union Territories of Andaman and Nicobar Islands, Lakshadweep and Mizoram, the rest of the 21 States and 6 Union Territories have got Scheduled Caste population.

With a view to ensuring that earmarking of funds out of plan outlays goes in favour of Scheduled Castes in proportion to their population in each State/U.T., the concept of Special Component Plan was first evolved in the 1978—83 Plan. The Special Component Plan aims at identifying schemes in each sector which can benefit Scheduled Castes and adequate share is earmarked for their development. It was also contemplated that the share of the Scheduled Castes should not merely be equivalent to their proportion of population but their share should be larger in schemes benefiting occupations like marginal farmers, agricultural labourers and artisans. Accordingly various Ministries and the State Governments were asked to formulate a suitable Special Component Plan in their Annual Plans and allocate resources so as to enable the Scheduled Castes to cross the poverty line in a short period.

The Sixth Plan document (1980—85) has stressed that "the main thrust for the developments of Scheduled Castes has to come from every sector of development and by every Department and Agency. The need based programmes to be formulated for the Scheduled Castes would keep in focus the target groups in the occupational categories. The core programme for economic development would lay emphasis on land development and agricultural production, animal husbandry including dairy, sheep, goat, poultry,

piggery development, leather work, weaving, other cottage and village industries, fisheries and small scale and tiny industries. In implementing all these programmes availability of institutional finance is crucial. It is envisaged that the Scheduled Castes Finance Corporations would play a catalytic role in channelising inputs, credit as well as funds under DRI. An additionality of Special Central Assistance is being provided to stimulate and supplement the efforts made by the States".

For India as a whole the total earmarking on under Special Component Plan during the Sixth Plan period (1980—85) in respect of 19 States and 3 Union Territories is Rs. 4,465.17 crores against a total outlay of Rs. 46,831.30 crores. The overall percentage for India as a whole comes to 9.53% as against the percentage of Scheduled Castes population of 14 percent. The table below indicates the Statewise details of the Sixth Plan total outlay and the flow of outlay for the Special Component Plan :

(Rs. in crores)				
Sl. No.	Name of State/ U.T.	Total Plan Outlay	Special Compo- nent Plan	%
1	2	3	4	5
1	Andhra Pradesh	3100.00	338.72	10.93
2	Assam	1115.00	16.87	1.51
3	Bihar	3225.00	417.19	12.94
4	Gujarat	3680.00	259.46	7.05
5	Haryana	1800.00	177.85	9.88
6	Himachal Pradesh	580.00	61.60	11.00
7	Karnataka	2265.00	325.00	15.11
8	Kerala	1550.00	110.00	7.13
9	Madhya Pradesh	3800.00	297.61	7.83
10	Maharashtra	6175.00	323.60	5.24
11	Manipur	224.00	3.87	1.61
12	Orissa	1500.00	162.55	10.84
13	Punjab	1957.00	173.05	8.84
14	Rajasthan	2025.00	249.22	12.31
15	Tamil Nadu	3150.00	560.67	17.80
16	Tripura	245.00	12.33	5.03
17	Uttar Pradesh	5850.00	597.32	10.21
18	West Bengal	3500.00	304.79	8.71
19	Pondicherry	71.55	12.16	17.00
20	Delhi	800.00	56.57	7.07
21	Sikkim	122.00	0.87	0.71
22	Chandigarh	100.75	3.31	3.29
GRAND TOTAL		46831.30	4465.17	9.53

Note :—The figures of Special Component Plan may undergo some minor changes in case of certain States/Union Territories.

### Review of Work Done

During 1979-80 the Special Component Plan was prepared by 17 States and 1 Union Territory, but in the year 1980-81 the Component Plans were prepared by 18 States and 2 Union Territories (Tamil Nadu and U.T. of Delhi were added to the list). The number of States increased to 20 while that of Union Territories remained the same during 1981-82. Government of Jammu & Kashmir and Sikkim which had not prepared the Special Component Plans during the year 1979-80 and 1980-81, prepared the Special Component Plan during 1981-82.

During 1980-81 the size of the Plan outlay of 18 States and 2 Union Territories, for which information is available, was Rs. 7,140.31 crores of which 527.75 crores i.e. 7.39% was marked for Special Component Plan. This shows that allocation increased in 1980-81 (7.39%) from 1979-80 level (4.35%) by 69%, although they were still far short of the proportion of 14% Scheduled Caste population in the country. The table below vindicates the Statewise total Plan outlay and funds earmarked for the Special Component Plan by the 18 States and 2 Union Territories during 1980-81:—

### Special Component Plan for 1980-81

(Rs. in crores)

Sl. No.	Name of State/U.T.	% of SC population	Total Plan Outlay	Special Component Plan	% of SCP to total Plan Outlay (% of Col. 5 to 4)	% of Col. 3 to 6
1	2	3	4	5	6	7
1	Andhra Pradesh.	13.37	501.00	44.10	8.96	67.01
2	Assam	6.24	198.00	1.74	0.88	14.10
3	Bihar	14.88	476.61	36.18	7.60	51.07
4	Gujarat	7.08	524.43	23.82	4.54	64.12
5	Haryana	18.89	250.12	28.51	11.40	60.34
6	Himachal Pradesh	23.34	90.00	6.79	7.54	32.30
7	Karnataka	14.60	384.55	59.95	15.89	106.78
8	Kerala	9.38	273.00	17.28	6.33	67.48
9	Madhya Pradesh	13.81	541.00	20.75	3.84	27.80
10	Maharashtra	6.30	882.90	22.76	2.58	20.18
11	Manipur	1.53	41.85	0.27	0.65	42.48
12	Orissa	15.07	250.16	16.02	6.40	42.46
13	Punjab	24.71	300.00	28.57	9.52	38.52
14	Rajasthan	16.36	333.86	40.10	12.01	73.41
15	Tamil Nadu	17.81	411.23	67.75	16.47	92.47
16	Tripura	12.39	39.81	1.78	4.47	36.07
17	Uttar Pradesh	21.62	933.21	61.12	6.55	30.29
18	West Bengal	20.09	575.10	38.51	6.70	33.34
19	Pondicherry	15.46	13.10	1.31	10.00	64.68
20	Delhi	15.64	120.38	10.44	8.67	55.43
TOTAL			7,140.31	527.75	7.39	

It is seen that there is a wide variation of percentage of allocation made by different States for the Special Component Plan with reference to the proportionate percentage of the Scheduled Castes population in the States to the total population in the States. States like Karnataka and Tamil Nadu have allocated funds proportionate to the percentage of the population of the Scheduled Castes of the States. States of Andhra Pradesh, Bihar, Gujarat, Haryana, Kerala, Rajasthan and Union Territories of Delhi and Pondicherry have allocated funds which are more than half of the percentage of Scheduled Caste population, while the States of Assam, Himachal Pradesh, Madhya Pradesh, Maharashtra, Manipur, Orissa, Punjab, Tripura, Uttar Pradesh and West Bengal have allocated funds which are less than half to their respective percentage of the Scheduled Caste population. Even the States like Uttar Pradesh and West Bengal which have got sizeable Scheduled Caste population have allocated only 6.55% and 6.70% respectively as against their respective percentages of 21.62% and 20.09% Scheduled Caste population.

The percentage flow out of total Plan outlay to Special Component Plan was 4.35% in 1979-80 as against Scheduled Caste population of 14% in the country. With some intensive efforts the Special Component Plan size increased to 7.39% in 1980-81 (an increase of 3.04% *i.e.* 69% over that of previous year). During 1981-82 the Special Component Plan outlay being 8.48% shows a rise of 1.09% *i.e.* 15% over 1980-81. It is, therefore, obvious that progress made during 1981-82 was poor as compared to 1980-81. The position both for the current year (1980-81) and for the Sixth Plan thus represents a very dismal picture, particularly when we take into consideration the fact that the Scheduled Castes form the most backward sector of the communities

in India and a vast majority of them live below the poverty line.

The Commission, therefore, recommend that:

- (i) The U. Ts of Dadra and Nagar Haveli (1.8% Scheduled Caste population). Goa, Daman & Diu (19.3% Scheduled Caste population) should also quantify the amount under the Special Component Plan.
- (ii) The States which have prepared Special Component Plans not commensurate with the proportion of Scheduled Castes population in respective States should make a serious attempt to identify suitable schemes and accordingly quantify sectoral allocations. The States and Union Territories which have made mid-way exercise may give serious thought to quantify adequate funds.
- (iii) The allocations to be made for the Special Component Plan should be more than proportionate so as to make up the back-log.
- (iv) The Government of India should make a Special analysis of the circumstances under which some of the States have been able to make allocations for the Special Component Plan proportionate to their population percentages while majority of them have not been able to do so.
- (v) Even mere proportionate allocations would not suffice and that there should be an added weightage in the Plan allocations for poverty alleviation programmes and employment generating schemes so as to make special efforts to raise the Scheduled Castes from below the poverty line to above the poverty line.

## SPECIAL CENTRAL ASSISTANCE TO STATES/UNION TERRITORIES

Special Central Assistance is provided to the States/U.Ts. to stimulate and supplement the efforts made by the States in taking up the meaningful programmes for the Scheduled Castes under the Special Component Plan. The Special Central Assistance for the Scheduled Castes is related to the Special Component Plan of the State and is an additive to the States Plans and programmes for the Scheduled Castes. The factors which determine the help to be given to a State from the Special Central Assistance are the following :—

- (i) Population of Scheduled Castes.
- (ii) Relative backwardness of the States.
- (iii) The quantitative and qualitative optimality of the Special Component Plan.

- (iv) The implementation of the Special Component Plan and performance.

For 1980—85 Plan period a sum of Rs. 600 crores has been set apart towards Special Central Assistance for the Special Component Plan in respect of 20 States and 4 Union Territories. Uttar Pradesh got the largest amount (Rs. 136.56 crores) followed by West Bengal (Rs. 61.32 crores), Bihar (Rs. 60.72 crores) and Tamil Nadu (Rs. 51.00 crores). During 1980-81 the quantum of Special Central Assistance in respect of 18 States and 3 Union Territories was to the tune of Rs. 100.00 crores. The States of Jammu & Kashmir, Sikkim, and U.T. of Chandigarh were not provided Special Central Assistance during 1980-81. State-wise earmarking of funds under the Special Central Assistance during

1980-81 and 1981-82 and Sixth Plan period (1980—85) is indicated in the table below :—

*Special Central Assistance released/proposed to be released by the Ministry of Home Affairs to various State Governments and Union Territories Administrations for Special Component Plan during 1980-81, 1981-82 and 1980-85*

(Rs. in crores)

Sl. No.	States/U.Ts	1980-81 (Released)	1981-82 (Released upto Feb., 1982)	1980-85 (Proposed)
1	Andhra Pradesh . .	7.34	6.78	40.44
2	Assam . . . .	0.97	0.93	6.42
3	Bihar . . . .	10.13	8.30	60.72
4	Gujarat . . . .	2.20	2.29	12.90
5	Haryana . . . .	2.30	1.12	12.72
6	Himachal Pradesh . .	0.86	0.93	5.52
7	Karnataka . . . .	5.67	5.45	29.46
8	Kerala . . . .	2.62	1.26	13.86
9	Madhya Pradesh . .	6.22	4.44	40.74
10	Maharashtra . . . .	6.45	6.17	43.50
11	Manipur . . . .	0.04	0.02	0.12
12	Orissa . . . .	3.59	3.57	23.34
13	Punjab . . . .	3.77	2.19	22.44
14	Rajasthan . . . .	5.28	4.62	29.58
15	Tamil Nadu . . . .	9.56	8.17	51.00
16	Tripura . . . .	0.21	0.23	1.41
17	Uttar Pradesh . . . .	22.06	21.92	136.56
18	West Bengal . . . .	10.03	8.87	61.32
19	Jammu & Kashmir . .	—	—	2.30
20	Sikkim . . . .	—	0.01	0.30
<i>U. Ts.</i>				
1	Pondicherry . . . .	0.07	0.08	0.30
2	Delhi . . . .	0.63	0.53	3.00
3	Chandigarh . . . .	—	0.02	0.25
4	Goa . . . .	0.70	—	0.12
Total		100.00	87.90	600.00

It will be seen from the table that some States viz. Andhra Pradesh, Gujarat, Karnataka and Maharashtra have been allocated more than proportionate funds while the States like Bihar, Uttar Pradesh and West Bengal which have got sizeable Scheduled Castes population have received much less, probably due to the application of other criteria.

The Special Central Assistance for Special Component Plan for the Scheduled Castes during 1980—85 is Rs. 600 crores. The outlay under the Central Sector Programme in the Backward Classes Sector (Scheduled Castes and Scheduled Tribes) is Rs. 200 crores. Excluding the proportionate outlays for the Scheduled Tribes, the allocation for the Scheduled Castes would work out to about Rs. 160 crores. If we add Rs. 160 crores and Rs. 600 crores i.e. Rs. 760 crores to the State outlays earmarked under the special Component Plan the total allocation for the Scheduled Castes works out to Rs. 5,225.17 crores (Rs. 4,465.17 crores plus Rs. 760 crores). This outlay under Special Component Plan and Central Assistance works out to only about Rs. 10.98 percent of the total State Plan outlays against a Scheduled Caste population of 14% in the country. This indicates that unless the Special Component Plans, Special Central Assistance and Central Sector Programme are adequately increased, only about two-thirds of what should have been spent for the Scheduled Castes on a proportionate basis would be spent during the Sixth Plan. Under the circumstances, the Commission feel that the provision of Rs. 600 crores in the Sixth Plan towards Special Central Assistance is obviously inadequate taking into account the size of the Scheduled Castes population, their economic and social backwardness and the scanty attention that they have received during the earlier plans. This matter has already been taken up with the Ministry of Home Affairs by the Commission.

The Commission had called for information relating to the extent and manner of utilisation of the Special Central Assistance released to the States/U.Ts during the year 1980-81. This information is not available with the Ministry of Home Affairs.

For the effective implementation of the schemes and proper utilisation of funds earmarked under the Special Component Plan, it is necessary to have a strong administrative machinery at all the three levels of administration viz. State, district and block. Further, there should also be an inbuilt mechanism of concurrent monitoring and evaluation in each State/U.T. In order to ensure that the funds under the Special Component Plan are not diverted, each State/U.T. should also have an appropriate budgetary head for the Special Component Plan for Scheduled Castes. Details of the information received from the States/U.Ts regarding administrative set-up, opening of a separate budget head, monitoring and evaluation, formation of review committees and surveys are given in the foregoing paragraphs.

#### *Administrative set-up for the implementation of the Special Component Plan*

The importance and necessity of a strong Administrative Machinery for the implementation and watching utilisation of funds under the



Special Component Plan has been emphasised in the report for the year 1979-80. The information as contained in their Special Component Plan for Scheduled Castes (1982-83 documents) indicates that out of 16 States and 1 Union Territory the States of Andhra Pradesh, Assam, Haryana, Himachal Pradesh, Jammu & Kashmir, Karnataka, Madhya Pradesh, Orissa, Punjab, Tamil Nadu, Tripura and U.T. of Chandigarh have not so far created any separate machinery for the implementation of the Special Component Plan. Details of the administrative set-up and the action taken in this regard by the States of Bihar, Gujarat, Kerala, Maharashtra, Rajasthan and West Bengal are given below :—

- (i) *Bihar* : The Welfare Department is the nodal department in respect of Special Component Plan. The implementation of the Special Component Plan is being looked after by two wings viz. one for formulation and the other for implementation and monitoring.
- (ii) *Gujarat* : There is a separate section looking after the work of the Special Component Plan in the Secretariat under the Social Welfare and Tribal Development Department. Except in Dangs and Gandhinagar districts in all the remaining 17 districts. District Backward Class Welfare Officers have been appointed for implementation of this programme assisted by the District Welfare Officers (State) and (Panchayat).
- (iii) *Kerala* : A scheme for the strengthening of the organisational set-up of the Harijan Welfare Department is included under the programme of the Special Central Assistance.
- (iv) *Maharashtra* : The Special Component Plan is being implemented by the concerned departments with the existing staff. However, the various departments have proposed separate staff for monitoring and implementation of the scheme under the Special Component Plan.
- (v) *Rajasthan* : There is no separate machinery for monitoring and reviewing the progress under the Special Component Plan at State level. However, at the District level the machinery has been strengthened by providing Class I officers in each district. The Social Welfare Department would function as a nodal department in formulating, monitoring and evaluation of the schemes/programmes under the Special Component Plan. The administrative set-up in the Social Welfare Department would be suitably strengthened and geared up to match the said requirements.
- (vi) *West Bengal* : The responsibility of formulation and implementation of programmes rests on the departmental authorities and the Panchyats.

The Commission recommend that all the State Governments/U.T. Administrations should examine and suitably adopt wherever feasible, follow the pattern of the Government of Uttar Pradesh who have set up an adequate and strong administrative machinery at State/District and Block levels to watch the flow of funds and implementation of the Special Component Plan. In U. P., as described in detail in the last Report of the Commission, the Harijan Welfare Department at the Secretariat level, which is the nodal department, as well as the Planning Department have been strengthened to look after the work relating to the Special Component Plan. At the district level a new officer designated as Additional District Development Officer (Harijan Welfare) alongwith other staff has been posted to implement the Special Component Plan work. In the Blocks having a concentration of Scheduled Caste population where an intensive programme for the Scheduled Castes has been taken up an A.D.C. (Harijan Welfare) and VLWs have been added to the Block team.

*Separate budget sub-head for schemes under the Special Component Plan during 1980-81*

It was mentioned in the Commission's Annual Report for 1979-80 that except Uttar Pradesh and Kerala no State/Union Territory had separate budget sub-head for indicating the schemes under the Special Component Plan. The information for the year 1980-81 received in this regard from 17 States and 1 Union Territory indicate that no action has been taken by 10 States and 1 Union Territory, namely, Assam, Gujarat, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Tamil Nadu, Tripura and Union Territory of Chandigarh. The action taken by the other State Governments for opening of a separate budget sub-head is given below :—

- (i) *Andhr Pradesh* : It is under the active consideration of the State Government.
- (ii) *Bihar* : No separate budget head or sub-head has yet been provided for Special Component Plan. However, the departments have been advised to issue separate sanction orders in respect of schemes under the Special Component Plan. The matter is under the consideration of the State Government. From the year 1982-83 onwards a separate budgetary device will, however, be available.
- (iii) *Kerala* : From the year 1981-82 a separate budget head has been allotted for each of the schemes under the Special Component Plan in the general sector.
- (iv) *Punjab* : The matter of allotting a separate sub-head is under consideration of the State Finance Department.



(v) *West Bengal* : Authority of the Auditor General for opening separate minor heads on Special Component Plan outlay under functional major heads has not yet been received. The State Government are considering grouping all the Special Component Plan outlays and booking them under one single demand to be moved by the Minister-in-charge, Scheduled Castes and Tribes Welfare Department. It is also being proposed to authorise the Scheduled Castes and Tribes Welfare Department to reappropriate funds from one sector to another at the end of a financial year to make such outlays non-lapsable and non-divertible.

For the opening of a separate budget sub-head this Commission had already recommended to the Government of India in the Ministry of Home Affairs that the matter be taken up with the Comptroller and Auditor General of India, so that suitable instructions are issued by the C & AG for the opening of a separate budget sub-head for Special Component Plan in each State/U.T. The Ministry of Home Affairs have not apprised the Commission of the action taken in the matter.

#### *Monitoring and Evaluation and high-level review*

In order to ensure that the Special Component Plan is implemented properly and the flow of benefits earmarked under the Special Component Plan actually reach the Scheduled Castes it is necessary to have a strong mechanism for watching the progress of expenditure and physical achievements under different schemes included in the Special Component Plan. The information available from 17 States and 1 Union Territory viz. Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Himachal Pradesh, Kerala, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Punjab, Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh, West Bengal and U.T. of Chandigarh, indicates that no action in this regard has been taken by the States of Assam, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Orissa, Punjab, Tamil Nadu, Tripura and U.T. of Chandigarh. The other remaining States have intimated the position as given below :

- (i) *Andhra Pradesh* : The Heads of Departments have been asked to suggest a senior officer for each department for monitoring as Liaison Officer who will remain in direct touch with the Director of Social Welfare for implementation of schemes under Special Component Plan.
- (ii) *Bihar* : The actual performance in respect of various targets and outlays in the third quarter of each financial year under the Special Component Plan are reviewed.
- (iii) *Gujarat* : Recently a monitoring cell at State level, headed by Under Secretary, has been set up.

- (iv) *Kerala* : The Special Cell in the Secretariat constantly reviews the progress of schemes under the Special Component Plan.
- (v) *Maharashtra* : 26 new posts of Social Welfare Officers (Class I) along with supporting staff have been created under Social Welfare, Cultural Affairs, Sports and Tourism Department.
- (vi) *Rajasthan* : The work of preparation and monitoring of Special Component Plan is looked after by a Special Cell in the Directorate of Social Welfare.
- (vii) *Uttar Pradesh* : A Research Evaluation, Survey and Monitoring Organization set up under the Harijan & Social Welfare Department carries out surveys, studies and undertakes evaluation studies. The Government of Uttar Pradesh has taken steps to monitor the performance of the Special Component Plan at divisional, district and State levels. The Department of Harijan & Social Welfare, the nodal department, have prescribed detailed proforma of monthly progress report for the districts and departments concerned. The District Magistrates have been instructed to review the progress of all departments and send a monthly D.O. letter to Commissioners of the Divisions and State Governments so as to reach them by 15th of every month. This department have also issued instructions to the heads of the concerned departments to send reports of physical and financial achievements every month. They have also been asked to send separate reports of the schemes in State sector and of the schemes supported by Special Central Assistance under Special Component Plan. A review of progress of expenditure and the physical achievements under different schemes included under the Special Component Plan is being carried out every month at the State, divisional and district levels. At the State level the progress is being reviewed by the Secretaries of the concerned departments and Heads of the department. The Harijan Welfare and Planning Departments are reviewing the overall progress and apprising it to the highest levels of the Government. The officers of these departments are also visiting the field to evaluate the implementation of Special Component Plan. The Government have also issued orders that a part from the officers of the administrative departments all Commissioners and District Magistrates should personally visit at least one village every month to evaluate the implementation of Special Component Plan. At the State level, a high power Monitoring Committee was appointed in November 1981 under the chairmanship of the State Minister, Harijan

and Social Welfare, to review the progress of the Special Component Plan and to take decisions as may be considered necessary to accelerate pace of its implementation. The Agriculture Production Commissioner, Secretary, Planning, Finance, Industrial Finance and Harijan & Social Welfare are the members of the Committee. The first meeting of the Committee was held on 26-12-1981 where it was decided that all efforts must be made to achieve the targets by the close of the year 1981-82. Further, all the defaulting departments were notified and warned to accelerate the progress and that the failures in this regard would not be tolerated. In order to monitor the progress at divisional and district levels there is a monitoring committee in each division and district under the chairmanship of the Commissioner and District Magistrate, respectively, which monitors the progress every month. At the divisional level all Commissioners have been instructed to appoint a divisional level co-ordination officer also, who would apprise the Commissioner regularly of the progress. At the district level also, all District Magistrates have been instructed to appoint a senior development officer to establish linkages with the officers of departments and the district level, so as to ensure the proper implementation of the Special Component Plan. An Additional District Development Officer (Harijan Welfare) has been appointed in each district in 1980-81 to co-ordinate with all the development departments to apprise the progress to the district level committee and to prepare monthly progress report of the district to be sent to Commissioners and Director, Harijan and Social Welfare, through a monthly D.O. letter. The meetings of Additional District Development Officers (Harijan Welfare) are being organised after every 2-3 months at the State level to discuss the implementation of Special Component Plan.

- (viii) *West Bengal* : Quarterly reports monitoring programmes, implementation by the departments and districts are collected from the respective reporting levels. Further, each department has been asked to set up a separate monitoring cell in their departments. The matter of attaching statistical wings with the monitoring cell of the Scheduled Castes and Tribes Welfare Departments and the Scheduled Castes and Tribes Welfare Officers of the districts has also been taken up.

The Commission recommend that all the States/Union Territories should set up a separate Evaluation and Monitoring Cell at the State and district levels to ensure the flow of funds

and proper implementation of the various schemes undertaken by the various departments under this programme.

#### *Review Committees*

In the last report of the Commission for Scheduled Castes and Scheduled Tribes, it was mentioned that except the Governments of Haryana, Karnataka, Kerala and Uttar Pradesh, no State Government have reported setting up of Review Committees for evaluation and exercising supervision over the working of the Special Component Plan. The information from 12 States and 1 Union Territory indicates that no committees have been set up by the Governments of Assam, Madhya Pradesh, Punjab, Tamil Nadu, Tripura, West Bengal and Union Territory of Chandigarh. Details of the Review Committees as intimated by the States of Andhra Pradesh, Bihar, Gujarat, Himachal Pradesh, Maharashtra and Rajasthan are given below :

- (i) *Andhra Pradesh* : A review on the progress made in the implementation of the Special Component Plan by various departments is submitted to the Chief Minister by the Social Welfare Department.
- (ii) *Bihar* : There is a high level Co-ordination Committee under the Chairmanship of the Chief Minister to review the implementation and progress under the Special Component Plan.
- (iii) *Gujarat* : A high power committee headed by Chief Minister has been set up for reviewing progress under the Special Component Plan.
- (iv) *Himachal Pradesh* : At the State level detailed quarterly reviews are undertaken in close coordination with the Planning Department by the Chief Secretary, whereas at the District level implementation committees with Deputy Commissioner as Chairman and respective District Statistical Officers as members, have been constituted. A high-powered panel with Chief Minister as Chairman is being constituted for overseeing the formulation and implementation of the programmes for Scheduled Castes. The Deputy Commissioners have been made responsible for the implementation of the schemes under the Special Component Plan.
- (v) *Maharashtra* : The Government is considering to set up a high power Steering Committee consisting of Ministers and Secretaries of important departments for the formulation of the optimal Special Component Plan. It is also proposed to have regular meetings at Bombay regional and District Headquarters for reviewing the progress of the schemes. Further, it is also proposed to strengthen the Special Component Cell by creating

posts at the Mantralaya, Directorate and Divisional levels exclusively for the work of Special Component Plan.

- (vi) *Rajasthan* : The progress of the Special component Plan is reviewed from time to time at the level of Chief Secretary and Secretary, Social Welfare. A State level Planning and Coordination Committee headed by the Chief Secretary also reviews implementation of Special Component Plan in its quarterly meetings.

The Commission reiterate the following recommendation made in the Annual Report pertaining to the year 1979-80 that State Governments/Union Territory Administration implementing the Special Component Plan should set up Review Committees :

- (1) at State level headed by Chief Secretary to review the progress of implementation every quarter ;
- (2) at District level headed by District Collector/District Magistrate ; and
- (3) at Block level headed by Block Development Officer to review the progress of implementation every month.

### Survey

It was recommended in the report of the Commission for the year 1979-80 that 'Bench Mark Survey' must be undertaken at grass root level in each State/U.T., having sizeable Scheduled Caste population. The Survey team should prepare family/household details highlighting the benefits already drawn, present economic status, occupational category to which they belong and type of vocational assistance they require. On the basis of information as furnished by the State Governments and also compiled from the Special Component Plan document of the respective States it is observed that the Governments of Andhra Pradesh, Assam, Bihar, Jammu and Kashmir, Kerala, Karnataka, Maharashtra, Madhya Pradesh, Orissa, Punjab, Rajasthan, Tamil Nadu, Tripura, and West Bengal have not carried out any household survey for identification of beneficiaries and schemes for providing assistance to the members of the Scheduled Castes under the Special Component Plan. The information available in respect of States of Gujarat, Haryana, Himachal Pradesh and U.T. of Chandigarh is given below :

- (i) *Gujarat* : A quick survey of 282 villages out of 1411 villages having more than 250 Scheduled Caste population was carried out in 1980-81. The result of the survey will throw light on the economic and financial status and needs of the Scheduled Castes.

- (ii) *Haryana* : A survey to determine the extent of population living below the poverty line has been initiated, the result of which is still awaited.

- (iii) *Himachal Pradesh* : A census of all households was conducted during 1981-82 to identify the families living below the poverty line both in urban and rural areas. The result of the survey is still awaited.

It may be worth-while to mention that identification of beneficiaries for providing assistance under the Integrated Rural Development Programme is based on household surveys. These surveys are under taken by village level workers, teachers and others in accordance with the guidelines. The families of the target group selected for providing assistance are surveyed and they are categorised on the basis of their income. With the given resources assistance is not likely to be provided to all the families below the poverty line and therefore the survey limited to the poorer families within the target group in the villages.

The State Governments/U.T. Administrations which are not able to conduct independent surveys should make use of the reports of household surveys conducted under the Integrated Rural Development Programme in their respective States/U.Ts and suitably follow the pattern of identification of beneficiaries, to be covered under the Special Component Plan on these lines. Moreover, those Scheduled Castes who desire to change their occupation should be given the first preference and consequently high dose of financial assistance.

### Observations

The basis features of this programme of Special Component Plan for Scheduled Castes are that adequate funds should be quantified by all development departments with weightage to schemes where family or cluster of communities can easily be benefited ; addition to these funds be made from Special Central Assistance, banking institutions etc., the schemes modified wherever necessary and a proper mechanism created to ensure the flow of benefits to those from among the Scheduled Castes who are below the poverty line. It is essential that the quantum of such assistance from one or more schemes should be adequate to enable the family to cross the poverty line and have a viable economy which would generate enough income to enable the family to remain at that level. Various elements of the mechanics for the implementation of this programme have been discussed in the preceding portions of this chapter. In conclusion it may, however, be noted that the intention to take up this programme and make it as large

as possible is now sincerely there. Yet, the Special Component Plan has to become an effective tool for the amelioration of the conditions of the Scheduled Castes. The exercises made by the State Governments/Union Territory Administrations in this regard under the guidance of the Ministry of Home Affairs and the Planning Commission and the measures taken in pursuance thereof in most cases have to take roots and become a part of the planning process.

For the year under report no clear data regarding financial and physical targets actually achieved in the States/Union Territories as compared to the total size of the problem (the number of SC families below poverty line to be covered in yearly phases) have yet become available. At the time of writing this report Special Component Plan documents for the year 1982-83 are under the scrutiny of the Ministry of Home Affairs/Planning Commission. A screening of the available documents was done in the Commission in order to cull out data relating to the achievements under the programme. It was found that while figures regarding quantified funds were available in respect of most of the Departments no clear picture regarding the number of families targetted to be covered under various items of the programme and the actual achievements during the year 1980-81 or even 1979-80 were available in most cases. The partial figures available from some S.C. Plans documents regarding the beneficiaries under margin money schemes of the Corporations (which is the most important scheme to provide adequate financial assistance) and figures relating to the families covered under some other vital schemes the components of which flow into the Special Component Plan, such as I.R.D., SFDA, DPAP, CAD, DDP, etc., reveal that the entire beneficiary families may be numbering around 10 lakhs or so which is a rather disappointing picture.

It also seems that the schemes under the Plan which are many are being implemented in a general way without looking into the conditions prevailing a particular area, and without having a clear cut idea about the cluster approach, linkage of various items and delivery of package of benefits. The need for a package of benefits and cluster approach for all-round development of Scheduled Castes to cross the poverty line has yet to be fully appreciated by a majority of the officers in-charge of implementation of the schemes. For instance distribution of milch animals which is in consonance with the approved pattern has been taken up practically in all the States irrespective of the fact whether a particular district or taluk is having infra-structural facilities like availability of fodder, milk routes, markets, etc., the result being that the beneficiaries get some monetary assistance for a limited period only and do not achieve the desired goal. The programme should be taken

up in selected places by increasing the number of milch animals to an individual beneficiary in such a way, say by giving two cattle at least and ensuring the other services, that he is able to cross the poverty line. The number of programmes, at the same time, should be reduced to the minimum schemes which are potentially capable of lifting them above the poverty line, as far as possible, instead of sponsoring small schemes with combination to another.

It is, therefore, obvious that we will yet have to wait for knowing in a realistic manner the extent to which this programme has taken up and the impact that it is making on the economic conditions of the Scheduled Castes. It is expected that the scrutiny being made by the Ministry of Home Affairs and the Planning Commission with which the field offices of the Commission are also associated would go a long way in making the programmes as extensive as possible as well as realistic so as to yield results commensurate with the investments which are flowing into it.

#### *Scheduled Castes Finance and Development Corporations :*

Seventeen States, namely, Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Himachal Pradesh, Karnataka, Kerala, Maharashtra, Madhya Pradesh, Punjab, Orissa, Rajasthan, Tripura, Tamil Nadu, Uttar Pradesh and West Bengal have set up the Scheduled Castes Finance and Development Corporations. Assistance to the extent of 49% of the share capital contribution is being given to these Corporations by the Government of India since 1978-79. The Corporations provided assistance (loan-cum-subsidy) for purposes like agricultural development, marketing and processing, trade/profession including small scale industries, supply and storage, transport, dairy farming etc. The Corporations have become the most important organisation of the Government, specially the department concerned with the development of the Scheduled Castes in providing such assistance. Keeping in view the objective for the development of the Scheduled Castes, the Corporations have formulated family oriented income generating schemes under agriculture, animal husbandry, handicrafts, village industries, etc. The schemes proposed by these Corporations have been defined according to the suitability of the selected areas and group of people. Some of the important schemes formulated by these Corporations for benefiting the Scheduled Castes families in order to pull them out of the poverty line are as under :

1. Dairy schemes for landless agricultural labourers and marginal farmers.
2. Backyard poultry keeping.
3. Poultry scheme of landless agricultural labourers/marginal and small farmers.

4. Piggery programme.
5. Goat rearing.
6. Scheme for weavers.
7. Scheme for shoe-makers, including flaying and curing.
8. Laundry scheme.
9. Scheme for small-scale cottage and village industries, handicrafts, etc.
10. Scheme for small business.
11. Scheme to provide Rickshaws.
12. Scheme for providing Dunlop carts.
13. Scheme for providing bullock carts.
14. Horse-driven Kharkhara scheme.
15. Schemes for providing mules to Scheduled Castes for transportation of goods in hills.
16. Scheme of agriculture and horticulture, development for neo-land allottees and others.

The table below indicates the contribution made by the State Governments towards the share capital of the Scheduled Castes Finance and Development Corporation and the Central Assistance released by the Government of India during the years 1978-79, 1979-80 and 1980-81 :

*Statement showing the contribution made by the State Governments towards the Share Capital of the Scheduled Castes Development Corporation and the Central Assistance released by the Government during 1978-79, 1979-80 & 1980-81*

(Rs. in lakhs)

Sl. No.	Name of State	Contribution made by States during			Central Assistance released during		
		1978-79	1979-80	1980-81	1978-79	1979-80	1980-81
1	Andhra Pradesh	298.00	210.00	556.00	9.25	466.00	534.19
2	Assam	9.00	12.00	17.00	—	20.20	16.33
3	Bihar	108.00	60.00	25.00	9.25	152.40	24.02
4	Gujarat	11.25	50.00	100.00	—	59.00	96.00
5	Haryana	51.00	30.00	40.00	9.25	25.75	38.40
6	Himachal Pradesh	—	45.00	30.00	—	43.00	28.82
7	Karnataka	3.00	25.00	51.00	3.00	23.50	49.00
8	Kerala	25.00	25.00	30.00	3.00	45.20	28.82
9	Maharashtra	5.00	36.00	41.00	1.00	32.60	39.39
10	Madhya Pradesh	51.00	50.00	25.00	9.25	88.00	24.02
11	Punjab	—	51.00	102.00	—	49.00	98.00
12	Orissa	—	39.16	30.00	—	37.60	28.82
13	Rajasthan	—	10.00	63.00	—	9.80	48.02
14	Tripura	—	5.00	2.00	—	4.95	1.92
15	Tamil Nadu	—	—	102.00	—	—	98.00
16	Uttar Pradesh	115.00	50.00	101.00	3.00	130.00	97.00
17	West Bengal	42.00	—	85.00	3.00	37.00	50.22
Total		718.25	698.16	1400.00	50.00	1224.00	1300.97

Reports received from various Scheduled Castes Development Corporations indicate that these Corporations are yet to assume greater significance and pivotal role to play in elevating the economic conditions of Scheduled Castes who are below the poverty line. The details below indicate the performance of some of the Corporations during 1980-81 ;

- (i) *Andhra Pradesh* : Upto 28-3-1981 the Corporation has covered 2,69,175 Scheduled Caste persons at a total outlay of little over Rs. 56.50 crores. Out of this amount the money provided by the Commercial Banks would be approximately Rs. 22 crores. During 1980-81 35,000 Scheduled Caste families involving an outlay of Rs. 11 crores were covered.
- (ii) *Bihar* : During 1979-80 and 1980-81 the Corporation could cover only 909 beneficiaries who were given financial assistance including Margin Money Loan to the tune of Rs. 27,01,357.
- (iii) *Gujarat* : Till 1980-81, 45,724 Scheduled Caste families were covered under various economic development programmes to enable them to cross the poverty line. Of them 16,191 were assisted by the Corporation and financed to the extent of Rs. 253 lakhs during 1980-81.
- (iv) *Haryana* : Since inception i.e. from 1970-71 to 1981-82, Rs. 2,27,05,709 has been disbursed to 9356 beneficiaries. Out of this amount Rs. 76,50,970 was disbursed during 1980-81 to 3589 beneficiaries. As many as 3867 beneficiaries were covered under Dairy Farming alone incurring an expenditure of Rs. 84,35,806 since inception.
- (v) *Himachal Pradesh* : As many as 6000 Scheduled Caste families were given Margin Money assistance. Out of 6000 families about 2400 Scheduled Caste families got loan of Rs. 60 lakhs through banks.
- (vi) *Karnataka* : In collaboration with the nationalised banks the Corporation has provided Margin Money loan of Rs. 155.86 lakhs to 7569 beneficiaries belonging to Scheduled Caste and Scheduled Tribes communities. It is mentioned that at present the Corporation is not receiving any fund under Special Component Plan from other development departments of the State.
- (vii) *Kerala* : During 1980-81 as many as 6741 Scheduled Castes beneficiaries were covered under various schemes incurring an expenditure of Rs. 113.87 lakhs.
- (viii) *Madhya Pradesh* : Upto September, 1981 only 8939 members in 34 districts were given loans amounting to Rs. 1.42 crores.

- (ix) *Maharashtra* : During 1980-81 the Corporation assisted over 14,000 beneficiaries and banks financial investment was Rs. 536.26 lakhs and the share of the Corporation towards Margin Money Loan was Rs. 38.55 lakhs.
- (x) *Orissa* : As against the sanctioned amount of Rs. 93,63,145 to cover 11,793 beneficiaries only Rs. 54,25,649 could be disbursed to 7251 beneficiaries. The Corporation has raised the Margin Money Loan assistance from 20% to 25% w.e.f. 1-10-1981.
- (xi) *Punjab* : From inception i.e. 1971-72 to 1980-81 Rs. 965.11 lakhs was disbursed to 20,885 beneficiaries. During the year 1980-81 as many as 1955 beneficiaries could be covered by incurring an expenditure of Rs. 102.32 lakhs. Out of 20,885 beneficiaries covered as many as 11,720 were covered under agriculture development schemes since inception.
- (xii) *Rajasthan* : During the year 1980-81 the Corporation covered only 12,637 Scheduled Caste persons who were given loans to the tune of Rs. 23.20 lakhs (Rs. 21.15 lakhs under Medium-term co-operative credit and Rs. 2.05 lakhs under long-term credit) under Margin Money Loans. Also during 1980-81 Rs. 2.02 lakhs was sanctioned to 4561 scheduled Caste families towards share capital subscription and Rs. 4.967 lakhs was sanctioned to 4967 Scheduled Caste persons to purchase share of Marketing Society.
- (xiii) *Uttar Pradesh* : During 1980-81 an amount of Rs. 273.00 lakhs was disbursed as Margin Money Loan to 30011 beneficiaries.
- (xiv) *West Bengal* : Till 31-10-1981 the Corporation sanctioned Rs. 52.93 lakhs to 60,131 Scheduled Castes and the corresponding banks investment was Rs. 59.37 lakhs.

The above details indicate that the coverage of Scheduled Caste families/beneficiaries was about 5 lakhs which is insignificant particularly in Uttar Pradesh, Bihar, Gujarat, Madhya Pradesh, Maharashtra, Orissa and West Bengal, may be for the reason that majority of the Corporations are still in infant stage and yet to assume tempo of work. The States of Jammu & Kashmir and Manipur which are having a good percentage of Scheduled Castes population have not yet set up Corporations for the development of Scheduled Castes.

The studies conducted on the working of the Haryana Harijan Kalyan Nigam, the Punjab Scheduled Caste Land Development and Finance Corporation and the Gujarat Scheduled Caste

Economic Development Corporation indicate that the administrative structure at the field level is far from effective. In view of the pivotal roles expected to be played by these Corporations the Commission are of the view that at the district level there should be an effective administrative set-up for implementing the economic development schemes, to keep fair liaison with the District Level Development Departments, financial institutions, to expedite scrutiny of applications and get loans sanctioned, to give sufficient monitoring in the villages of the schemes run by the Corporations, and to have post verification follow-up of the beneficiaries and to give necessary guidance/advice to the Scheduled Caste beneficiaries. If necessary the field staff should be imparted special extension training. Another important finding of the studies conducted in Haryana and Gujarat States is that banks are reluctant to advance loans to Scheduled Caste persons. In Gujarat State the banks show perfunctory attitude towards sanction of loans to weaker sections and not giving loans to all the applicants recommended by the Corporation. It may be mentioned here that for the loans upto Rs. 5,000 to Rs. 10,000 the banks need not doubt the feasibility of repayment and they should treat the guarantee given by the Corporations as final. The machine looms, milch cattle, etc. on which loans are sanctioned may be hypothecated to the respective banks. The Commission are of the view that Government directives may be issued to all the Nationalised Banks stating that the performance of banks will be judged on the percentage of loans given to the weaker sections and an entry in character rolls of the Bank Managers will be made basing on this performance.

Also the Corporations have to function both as welfare and business organisation as is the case of Girijan Co-operative Development Corporation of Andhra Pradesh. In Gujarat the beneficiaries covered under weaving and chormodyog schemes have to evolve their own methods of selling cloths and chappals prepared by them. Similar is the case in respect of getting hides and yarn. Hence the Commission are of the view that the Corporations should assure the supply of yarn, hides etc. and make arrangements for disposal of goods through the Khadi and Village Industries Board and other such similar organisations. This will ensure fair remuneration to the beneficiaries.

In the light of the field observations made on the working of some Scheduled Castes Development Corporations the Commission have the following suggestions for adoption by the Corporations :

- (i) The Corporation should have branches at district level with adequate field staff to ensure that Banks and the financial institutions extend loans expeditiously to Scheduled Caste applicants.

- (ii) All Governments/Corporations examine the feasibility of the step taken by the Punjab Government where the entire interest on loans given to Scheduled Castes persons through the Corporations is borne by the State Government. This step has reduced considerably the reluctance of the Banks to extend loans.
- (iii) The Scheduled Castes Development Corporations should set up production units and yarn and Dyes supply Depots with a view to eliminating exploitation by the middlemen in supplying raw material to the beneficiaries as in the case of the Corporations in Haryana and Punjab and to provide direct employment opportunities to large number of Scheduled Caste persons.
- (iv) The Corporations should undertake sample studies to find out the real economic potentialities of the beneficiaries and to study the aptitudes, trades in which they possess required suitability of the grades/schemes and identification of the target group families in different occupational categories for covering large number of Scheduled Caste people under the schemes implemented by the Corporations.
- (v) The annual income criteria limit should be raised to Rs. 5,000 and Rs. 10,000 in rural and urban areas respectively so as to cater to the needs of large number of Scheduled Caste families.
- (vi) The Corporations should have coordinated programme with the existing Dairy Development Corporations in the State for purchase of milk from the Scheduled Castes beneficiaries of milch cattle schemes.
- (vii) Post verification follow-up of the beneficiaries should inevitably be done periodically by the field staff of the Corporations who should be given extensive training if necessary.
- (viii) Wide publicity of the schemes implemented by the Corporations should be given in all the villages of the State which are having heavy concentration of Scheduled Caste Population.

#### *Preparation of Special Component [Plan for Scheduled Castes by the Central Ministries]*

Even though the Planning Commission and the Home Ministry had issued guidelines and instructions to the Central Ministries for preparation of the Special Component Plan, the information made available by the Ministry of Home Affairs indicates that during the year 1980-81 no Central Ministry had prepared a special Component Plan for the Scheduled Castes. This situation was commented upon in the last Annual Report. Only during the year 1981-82 the Ministries of Agriculture, Rural Reconstruction, Education, Health, Irrigation, Civil



Supplies, Works and Housing and Department of Food have done some work in this regard. The exercise made for identifying the programmes which would benefit the Scheduled Castes and formulation of the Special Component Plan for the year 1981-82 by the five Ministries has been examined. It is noted that a full exercise with regard to preparation of a Special Component Plan has not been undertaken even by them. For instance the Ministry of Agriculture has specified only a few items which are meant exclusively for the Scheduled Castes otherwise most of the schemes have been clubbed with the Scheduled Tribes. Similarly in the case of the Ministry of Rural Reconstruction the benefits which should flow to the Scheduled Castes from NREP programme, which is a vital one, have not been quantified. This Ministry could have worked on the basis that at least 35 to 50% of the assets being created under this programme should be in the villages predominantly inhabited by the Scheduled Castes and particularly in Harijan Bastis. The Ministry of Education have done the exercise in respect of only 7 programmes. However, in the benefits of these 7 programmes also there seems to be a need for providing a better coverage to the Scheduled Castes. Under adult education an emphasis has been laid by earmarking nearly 25% of the funds but it is not

understood as to how under technical education only 3.5% of the funds have been earmarked. In the Ministry of Commerce (Department of Textiles) the Development Commissioner for Handlooms has not undertaken any exercise to prepare a Special Component Plan whereas this is a sector where a very large number of Scheduled Castes are the traditional workers. Similarly it is seen that the Ministry of Health and Family Welfare have also not undertaken a detailed scheme-wise exercise which would enable them to prepare a Special Component Plan. On the whole, only a beginning by identifying some 'divisible' schemes and apportioning funds for Scheduled Castes as well as the Scheduled Tribes has been made whereas the plans for Scheduled Castes should be made separately and not clubbed with the Scheduled Tribes. None of the Ministries have created either a separate budget sub-head for the Special Component Plan or proposed arrangements for monitoring the flow of funds for the benefit of the Scheduled Castes. It is, therefore, suggested that the Central Ministries should give serious attention to this subject and, if need be, a special working group should be set up in each Ministry/Department to identify schemes for the Scheduled Castes and earmark proportionate funds for their development.



## CHAPTER IX

### RESERVATION FOR SCHEDULED CASTES AND SCHEDULED TRIBES IN SERVICES

#### I. Services under the Government of India

In the last two reports of the Commission a mention has been made of the measures taken by the Government of India for fulfilling its obligations under Articles 335 and 16(4) of the Constitution by issuing necessary instructions for reservation in services for the members of Scheduled Castes and Scheduled Tribes.

In accordance with the latest orders, the details of reservations made for the members of Scheduled Castes and Scheduled Tribes are given below :

	Sch. Castes	Sch. Tribes
(i) Direct recruitment on all-India basis :		
(a) By open competition (i.e. through the UPSC or by means of open competitive test held by any other authority).	15%	7-1/2%
(b) Otherwise than at (a) above.	16-2/3%	7-1/2%
(ii) Direct recruitment to Group C and Group D (Class III and Class IV) posts normally attracting candidates from a locality or a region.	As shown in Table I Generally in proportion to the population of Sch. Castes and Sch. Tribes in the respective States/ Union Territories.	
(iii) Posts filled by promotions:		
(a) Through limited departmental competitive examination in Groups B, C and D (Class II, III & IV) in grades or services in which the element of direct recruitment, if any does not exceed 66-2/3%.	15%	7-1/2%
(b) By selection from Group B (Class II) to the lowest rung or category in Group A (Class I) and in Groups B, C and D (Class II, III and IV) posts in grades or services in which the element of direct recruitment, if any, does not exceed 66-2/3%.	15%	7-1/2%
(c) On the basis of seniority subject to fitness, in Groups A, B, C and D (Class I, II, III and IV) posts, in grades or services in which the element of direct recruitment, if any, does not exceed 66-2/3 per cent.	15%	7-1/2%

It would be seen from (ii) above that reservations in direct recruitment to Group C and Group D (Class III and IV) posts normally attracting the candidates from the locality or region is generally in proportion to the population of Scheduled Castes and Scheduled Tribes in the respective States/Union Territories. Details of the percentage of reservations provided in Central Government Establishments, Public Sector Undertakings etc. in the various States/U.T. Administrations is given in the Table 1 below :

TABLE 1

Name of the State/ Union Territory	Percentage of Reservation for			
	Sch. Castes		Sch. Tribes	
	Direct Recruitment	Promotion	Direct Recruitment	Promotion
1	2	3	4	5
<b>STATE</b>				
1 Andhra Pradesh	13	15	5	7-1/2
2 Assam . . .	6	15	13	7-1/2
3 Bihar . . .	14	15	9	7-1/2
4 Gujarat . . .	7	15	14	7-1/2
5 Haryana . . .	19	15	5	7-1/2
6 Himachal Pradesh	22	15	5	7-1/2
7 Jammu & Kashmir	8	15	5	7-1/2
8 Kerala . . .	9	15	5	7-1/2
9 Madhya Pradesh	3	15	20	7-1/2
10 Maharashtra . . .	0	15	6	7-1/2
11 Manipur . . .	2	15	31	7-1/2
12 Meghalaya . . .	1	15	44	7-1/2
13 Karnataka . . .	13	15	5	7-1/2
14 Nagaland . . .			45	
15 Orissa . . .	15	15	23	7-1/2
16 Punjab . . .	25	15	5	7-1/2
17 Rajasthan . . .	16	15	12	7-1/2
18 Tamil Nadu . . .	18	15	5	7-1/2
19 Tripura . . .	13	15	29	7-1/2
20 Uttar Pradesh . . .	21	15	5	7-1/2
21 West Bengal . . .	20	15	6	7-1/2

1	2	3	4	5
UNION TERRITORIES.				
1 A. & N. Islands.	...		16	
2 Arunachal Pradesh	..		45	
3 Chandigarh	12	15	5	7-1/2
4 Dadra & Nagar Haveli	2	15	43	7-1/2
5 Delhi	Recruitment Rules prescribed for recruitment on basis to be followed. All India			
6 Goa, Daman & Diu	2	15	5	7-1/2
7 Lakshadweep	..		45	
8 Pondicherry	16	15	5	7-1/2

*Reservation in Group 'C' and 'D' promotion posts from Feeder Cadres in Central Government Establishments Located in various Regions*

It would be seen from Col. 3 & 5 of Table No. 1 that the Government of India have prescribed the fixed percentage of 15% and 7-1/2% for Scheduled Castes and Scheduled Tribes respectively in promotion from Group 'D' to Group 'C' and within Group 'C' even though at the time of initial recruitment the reservations were based on the percentage of Scheduled Castes and Scheduled Tribes population in different States/Regions. These are given in Col. 2 & 4 of the same table. This arrangement leads to anomalies and adversely affects the interest of Scheduled Tribes recruited in Group 'C' and 'D' in Central Government Establishments in the States of Assam, Bihar, Gujarat, Madhya Pradesh, Manipur, Meghalaya, Nagaland, Orissa, Rajasthan, Tripura and the Union Territories of Andaman and Nicobar Islands, Arunachal Pradesh, Dadra and Nagar Haveli and Lakshadweep as they have lesser number of reserved vacancies for promotion than their proportion of population in the State. Similarly, the interests of Scheduled Castes in the States of Haryana, Himachal Pradesh, Punjab, Tamil Nadu, Uttar Pradesh and West Bengal are adversely affected as they have lower number of posts available to them in promotions from

Group 'D' to Group 'C' and within the Group 'C', than their proportion of population in the State.

It is, therefore, desirable that these anomalies are removed by prescribing the same percentage in promotions as are applicable at the time of direct recruitment.

According to the Constitution (Scheduled Tribes) Order, 1950, as amended from time to time, no community had been specified as Scheduled Tribes in the States of Haryana, Jammu & Kashmir and Punjab and Union Territories of Chandigarh and Delhi. However, there is a provision for reservation to the extent of 5% of posts in direct recruitment for the Scheduled Tribes. Further, in Uttar Pradesh, Karnataka, Tamil Nadu and Kerala also the same percentage is applicable for direct recruitment for Scheduled Tribes even though the proportion of the Scheduled Tribes in the State is less than 1%. It might have helped in earlier years when these rules were framed to enable Scheduled Tribe persons from neighbouring States to avail of these reservations but in the present circumstances when there are difficulties of housing etc., very few outsiders can avail of opportunity in Class C and D appointments in States other than their own. It would be desirable, therefore, to prescribe the percentage of reservation corresponding with the percentage of population of Scheduled Tribes in these States so that the process of recruitment is not unduly delayed.

*Review of Representation of Scheduled Castes and Scheduled Tribes in Services*

I. *All India & Central Services.* The Commission had requested the various cadre controlling authorities in the various Ministries of the Government of India to obtain information regarding intake of Scheduled Castes and Scheduled Tribes in All-India and Allied Services. Only information in respect of the Indian Audit and Accounts Services has been supplied by the Office of the Comptroller and Auditor General of India. However, from the report of the Department of Personnel, a table has been prepared indicating the total number of vacancies filled from 1964 onwards in the various All-India and Allied services and the number of posts reserved for Scheduled Castes and Scheduled Tribes and filled by them. This table is given below:—

Sl. No.	Name of services	Period	Total No. of vacancies filled	Number reserved for		Number actually filled		Percentage	
				SC	ST	SC	ST	SC	ST
1	2	3	4	5	6	7	8	9	10
1	I.A.S.	1964—1980	2204	306	145	305	139	99.67	95.86
2	I.P.S.	1964—1980	1342	195	85	187	82	95.90	96.47
3	Indian Audit & Accounts Service	1964—1980	N.A.	29	15	28	15	96.55	100.00

1	2	3	4	5	6	7	8	9	10
4	Indian Defence Accounts Service.	1976—1980	N.A.	22	20	21	12	95.45	60.00
5	Indian Railway Accounts Service.	1964—1979	N.A.	32	26	34	6	100.25	23.08
6	Indian Income Tax Service .	1964—1980	N.A.	197	109	197	94	100.00	86.24
7	Indian Customs & Excise.	Central 1964—1980	N.A.	78	40	78	37	100.00	92.50
8	Indian Railway Traffic Service.	1964—1979	N.A.	46	42	43	12	93.48	28.57
9	Indian Postal Service .	1964—1969	N.A.	31	19	31	17	100.00	89.47
10	Central Information Service	1964—1978	N.A.	17	10	11	3	64.71	30.00
11	Indian Ordnance Factories Service.	1970—1979	N.A.	24	19	27	3	112.50	15.79
12	Indian P & T Finance Accounts Service.	1973—1978	N.A.	5	3	5	2	100.00	66.66

It would be seen from this table that the actual intake of Scheduled Castes and Scheduled Tribes against reserved vacancies of the various services has been quite satisfactory except for the Scheduled Tribes in the Indian Railway Accounts Services, the Central Information Service, the Indian Ordnance Factories Service and the Indian Railway Traffic Services.

*Representation of Scheduled Castes and Scheduled Tribes in Group A, B, C and D Posts in the Ministries/Departments/Offices of the Government of India*

The Commission had addressed the Department of Personnel and Administrative Reforms for supply of detailed information regarding the actual representation of Scheduled Castes and Scheduled Tribes in Group A, B, C and D posts

as also about the implementation of reservation orders for recruitment/promotions etc. in various groups in the different Ministries during 1980. As the statistical information was not forthcoming, the same in respect of 49 Ministries/Departments was collected by deputing an official of the Commission. However, the information obtained is not complete and comparable with the earlier years as information in respect of Ministries of Works and Housing, Civil Supplies and Railways and Departments of Revenue and Power and Directorate General of P. & T. has not been made available.

In the table below is given a comparative picture of the progress of the representation of Scheduled Castes and Scheduled Tribes in services as on 1-1-1981 in respect of 49 Ministries/Departments as referred to above.

Year	Scheduled Castes				Scheduled Tribes				Percentage
	Group A	B	C	D	A	B	C	D	
1965	1.64	2.82	8.88	17.75	0.27	0.34	1.14	3.39	
1970	2.36	3.84	9.27	18.09	0.40	0.37	1.47	3.59	
1975	3.43	4.98	10.71	18.64	0.62	0.59	2.27	3.99	
1979	4.75	7.37	12.55	19.32	0.94	1.03	3.11	5.19	
1980	4.83	8.07	11.54	19.16	1.04	1.24	3.04	5.30	
1981	4.62	7.06	12.68	23.34	0.97	1.10	3.47	4.31	

As stated above, as the information for 1981 relates to only 49 Ministries/Departments of the Government of India, comparison would not be meaningful.

The Commission have noted the contention of the Department of Personnel that reservations, wherever provided are in relation to vacancies arising from time to time and not in relation to the total strength of the cadres/groups/classes in various services. However, for the sake of continuity and comparison, it would be desirable to give the position of representation of Scheduled

Castes and Scheduled Tribes in various Ministries and Departments on the basis of achievements in relation to the extent to which reservations have been achieved. This information is given at Annexure I (for Scheduled Castes) and at Annexure II (for Scheduled Tribes).

In the tables below is the compared number of Ministries/Departments of the Government in accordance with various performance categories with regard to the representation of Scheduled Castes and Scheduled Tribes in the different groups of services as on 1-1-1979 and 1-1-1981.

### I. Scheduled Castes

Sl. No.	Percentage of Representation	Group A		Group B		Group C		Group D	
		1979	1981	1979	1981	1979	1981	1979	1981
1	Below 3% . . . . .	10 (18·18)	7 (14·29)	4 (7·27)	3 (6·12)	—	—	—	—
2	Between 3%—7·5% . . .	32 (58·18)	22 (44·90)	24 (43·64)	17 (34·69)	6 (10·91)	3 (6·12)	—	—
3	Between 7·5%—15%	13 (23·64)	19 (38·78)	25 (45·45)	27 (55·10) <sub>2</sub>	39 (70·91)	35 (71·43)	8 (14·55)	3 (6·12)
4	(+) 15% †	—	1 (1·82)	2 (3·64)	2 (4·08)	10 (18·18)	11 (22·45)	47 (85·45)	46 (93·88) <sub>2</sub>

### II. Scheduled Tribes

Sl. No.	Percentage of Representation	Group A		Group B		Group C		Group D	
		1979	1981	1979	1981	1979	1981	1979	1981
1	Nil	23 (41·82)	16 (32·65)	12 (21·82)	8 (16·33)	11 (20·00)	9 (18·37)	4 (7·27)	5 (10·20)
2	Upto 1·5%	22 (40·00)	17 (34·69)	27 (49·09)	25 (51·02)	15 (27·27)	15 (30·61)	3 (5·45)	1 (2·04)
3	1·5%—3·75%	8 (14·55)	12 (24·49)	15 (27·27)	14 (28·57)	21 (38·18)	15 (30·61)	15 (27·27)	8 (16·33)
4	3·75%—7·50%	2 (3·64)	4 (8·16)	1 (1·82)	2 (4·68)	8 (15·55)	9 (18·37)	27 (49·09)	27 (55·10)
5	Above 7·50%	—	—	—	—	—	1 (2·04)	6 (10·91)	8 (16·33)

It would be seen from the above two tables that while the number of Ministries in the lower performance of categories at Sl. No. 1 and 2

has been coming down the same in respect of higher performance categories at Sl. No. 3 and 4 is by and large increasing.

### *Reservation in Vacancies*

Information regarding position of intake of Scheduled Castes and Scheduled Tribes against reserved vacancies in various groups from 1971 to 1978, as also the percentage of reserved vacancies which have lapsed for various reasons has been given at Annexure-III.

#### *Group A*

As regards intake of Scheduled Castes against reserved vacancies in Group A, it may be seen that the position has been satisfactory upto 1977 as the percentage of Scheduled Castes appointed against reserved vacancies ranges between 72.45% in 1971 to 83.07 in 1977. This proportion, however, touched 90% in 1973. This satisfactory position became rather unsatisfactory in 1978 when only 55.1% of the reserved vacancies for Scheduled Castes could be filled. As regards lapse of vacancies for group A is concerned, the highest percentage of lapse was in 1971 i.e. 36.73% which in 1978 stands at 3.36%. This is considered an improvement and shows that the reserved vacancies are now being carried forward and not allowed to lapse. The percentage of intake of Scheduled Tribes in Group A posts, however, has not been satisfactory and ranges between 25.6% in 1974 to 58.00% in 1973. It has slid down to 26.06% in 1978. The proportion of vacancies lapsed, however, as in the case of Scheduled Castes has decreased to 4.5% in 1978 from the highest figure of 36% in 1973,

#### *Group B*

The percentage of intake of Scheduled Castes against reserved vacancies varies between 66.7% in 1976 to 100% in 1972. The percentage of lapsed vacancies have, however, ranged between 2.01% in 1975 to 10.99% in 1971, thus, showing an improvement. It was 4.27% in 1978. The percentage of intake of Scheduled Tribes against reserved vacancies, however, has not been satisfactory although it has been improving and was at 40.85% in 1978.

#### *Group C*

The percentage of intake of Scheduled Castes in this group has ranged between 44.07% in 1972 to 100.04% in 1977 but has again come down to 66.45% in 1978. However, the same for Scheduled Tribes has again been lower and has ranged between 42.62% in 1978 which is the lowest and 65.90% in 1977. The percentage of lapse of vacancies has, however, shown generally a downward trend both in the case of Scheduled Castes and Scheduled Tribes.

#### *Group D (Excluding Sweepers)*

The percentage of intake of Scheduled Castes in Group D posts has been more than satisfactory as it is more than 100%.

As regards Scheduled Tribes, the percentage of intake against reserved vacancies has ranged

between 55.3% in 1974 to 113.00% in 1976. It was 74.74% in 1978.

According to the report of the Department of Personnel, the short-fall in appointments against reserved vacancies in Class I, Class II and Class III appears mostly to be attributable to difficulties in finding suitable qualified candidates for filling technical posts. The Commission recommend that special measures be taken to create facilities for larger intake of Scheduled Castes and Scheduled Tribes in technical courses and professions so that larger number of Scheduled Castes and Scheduled Tribes candidates become available to take benefits of opportunities available in services where such qualifications are essential.

### *Implementation of Reservation Orders in Relation to Promotion Posts under the Government of India*

A review of the policy of the Government of India regarding reservations in promotions was made in Para 9.71 of the Second Report of the Commission. No further data in this regard was supplied by the Department of Personnel. However, the Commission reiterate its recommendations made in this regard in its Second Report in Para 9.81 to 9.83.

### *Cells in the Ministries/Departments*

According to the Government of India instructions, the Deputy Secretary in-charge of the Ministry/Department has to act as liaison officer in respect of matters relating to the representation of Scheduled Castes and Scheduled Tribes including to ensure that all returns and reports are submitted properly and in time. The returns prescribed are required to be submitted by the 31st of March of each year for such returns give the position of representation of Scheduled Castes and Scheduled Tribes as on 1st January of the year. It is a matter of regret that due to delay in receipt of information from various Ministries/Departments, the Department of Personnel is not able to supply the required information to the Commission regarding the intake of Scheduled Castes and Scheduled Tribes in Ministries/Departments of the Government of India. The same in respect of 49 Ministries/Departments was collected by deputing an official of the Commission. However, the information obtained is not complete and comparable with the earlier years.

In para 9.3 of the Second Report the Commission have recommended that the Ministries/Departments/Offices of the Government of India should furnish a copy of returns regarding intake of Scheduled Castes and Scheduled Tribes in services direct to the Commission by 30th June of the year that follows. The Commission have noted that the Ministry of Railways prepare six-monthly reports on the intake of Scheduled Castes and Scheduled Tribes as on 30th September

and 31st March of the year giving a comprehensive data regarding direct recruitment and promotions of Scheduled Castes and Scheduled Tribes. The Commission recommend that all the Ministries and Departments of the Government of India should prepare such report. The report including that of the Railways should be based on the data as on 1st January of each year. The Commission have reviewed in its Second Report the composition of the Cells in the various Ministries/Departments and reiterate its suggestion for strengthening of the Cells,

wherever necessary, so as to ensure compliance with the reservation orders and timely preparation of returns and reports.

*Representation of Scheduled Castes in Services under the Public Sector undertakings*

The Directorate General, Bureau of Public Enterprises have supplied a statement, indicating the total number of employees and the number of Scheduled Castes and Scheduled Tribes as on 1-1-1981. This statement is reproduced below :

Group	Total Number of Employees	Representation of Sch.		Castes and Sch. Tribes		
		Scheduled Castes		Scheduled Tribes		
		Number	Percentage	Number	Percentage	
(Based on the information furnished by 179 Enterprises)						
Group A . . . . .	1,08,365	3,451	3.18	747	0.69	
Group B . . . . .	1,10,744	6,776	6.12	1,684	1.52	
Group C . . . . .	12,93,057	2,34,661	18.15	1,02,368	7.92	
Group D (Excluding Sweepers) . . . . .	3,51,038	73,316	20.89	29,633	8.44	
Group D (Sweepers) . . . . .	28,836	23,537	81.62	1,050	3.64	
Total . . . . .		18,92,040	3,41,741	18.06	1,35,482	7.16

It may be seen from the above statement that whereas the overall representation of Scheduled Castes and Scheduled Tribes in Group A and Group B services are below the prescribed percentages, the same in Group C and D (Excluding Sweepers) posts for both the Scheduled

Castes and Scheduled Tribes have exceeded.

A comparative picture of the total strength of Scheduled Castes and Scheduled Tribes in the Public Sector Enterprises as on 1-1-1980 and 1-1-1981 is given below :

Sl. No.	Group		Percentage of Scheduled Castes		Percentage of Scheduled Tribes	
			1980	1981	1980	1981
1	A	. . . . .	2.90	3.18	0.66	0.69
2	B	. . . . .	5.11	6.12	1.35	1.52
3	C	. . . . .	18.08	18.15	7.71	7.92
4	D	. . . . .	22.36	20.89	10.75	8.44
	(Excluding Sweepers)					

It would be seen from the table that the representation of both Scheduled Castes and Scheduled Tribes in Group A, B and C posts has risen in 1981 as compared to 1-1-1980. In Group

D posts although the representation has somewhat come down it continues to be in excess of the prescribed percentage of reservation.

## Reservations in Direct Appointment and Promotions

## Consolidated Statement Showing the Particulars of Recruitment and Number of SCs/STs Appointed and Promoted during the Year 1980 (As on 1-1-1981)

Group of posts	No. of vacancies filled	No. of SC out of Col. No. 2	No. of ST out of Col. No. 2	Col. (3) as %age of Col. 2	Col. (4) as Percentage of Col. 2
<b>I. Posts filled by Direct Recruitment</b>					
A	6,004	435	91	7.24	1.51
B	6,461	459	174	7.10	2.69
C	35,690	5,083	2,747	14.24	7.70
Excluding sweepers *D	17,914	3,901	1,439	21.78	8.03
<b>II. Posts filled by promotion</b>					
A	54,141	200	45	3.69	0.83
B	6,718	665	225	9.90	3.35
C	27,410	3,345	1,104	12.20	4.03
*D	6,803	1,178	480	17.32	7.05

It would be seen from the above table that only 7.24% Scheduled Castes and 1.15% Scheduled Tribes were appointed against direct recruitment in Group A posts against the percentage of 15 and 7½%. The proportion of appointment against promotion vacancies was still lower at 3.69% for Scheduled Castes and 0.83% for Scheduled Tribes. In Group B, 7.10% Scheduled Castes and 2.69% Scheduled Tribes candidates were appointed against direct recruitment while 9.90% Scheduled Castes and 3.35% Scheduled Tribes were appointed against

promotion posts. Appointments in Group C and D both in direct recruitment and in promotion vacancies were however satisfactory.

*Enterprise-wise Performance*

On the basis of enterprise-wise information of 161 enterprises obtained from the Bureau of Public Enterprises, two tables have been prepared showing the number of enterprises in various performance categories in respect of reservations for Scheduled Castes and Scheduled Tribes.

**I. Scheduled Castes**

Sl. No.	Percentage of representation	Group of Services			
		A	B	C	D
1	NIL	35 (21.73)	41 (25.46)	5 (3.10)	25 (15.52)
2	Less than 3%	62 (38.50)	31 (19.25)	9 (5.59)	NIL (—)
3	3% to 7.5%	45 (27.95)	60 (37.25)	39 (24.22)	11 (6.83)
4	7.5% to 15%	18 (11.18)	26 (16.14)	73 (45.34)	30 (18.63)
5	15% and above	1 (0.62)	3 (1.86)	35 (21.73)	95 (59.00)
		161	161	161	161

It would be seen from the above table that in 35 (21.73%) enterprises, there was not a single SC employee holding a Group A post. Similarly, there was no SC employee in Group B in 41 (25.46%) enterprises and in Group C in 5 (3.10%) enterprises there was nil representation.

Further, in Group A, B and C in 62 (38.50), in 31 (19.25) and in 9 (5.59%) enterprises, the SC representation was less than 3%. As regards the number of enterprises where representation ranged between 3% to 7.5% the number was 45 (27.95%) in Group A, 60 (37.25%) in Group B, 39 (24.22%) in Group C and 11 (6.83%) in

Group D. In the next categories are those enterprises where the representation was between 7.5% to 15%. There were 18 (11.18%) enterprises in Group A posts, 26 (16.14%) in Group B posts, 73 (45.34%) in Group C and 30 (18.63%) in Group D posts.

The number of enterprises where the proportion of representation was higher than the prescribed percentage in Group A was 1 (0.62%), 3 (1.86%) in Group B, 35 (21.73%) in Group C and 95 (59.00%) in Group D.

In the table below similar information is given in respect of Scheduled Tribes.

## II. Scheduled Tribes

Sl. No.	Percentage of representation	Group of Services			
		A	B	C	D
1	2	3	4	5	6
1	NIL . . . . .	75 (46.58%)	85 (52.79)	30 (18.63)	56 (34.78)
2	Less than 1.5%	67 (41.61)	53 (32.91)	54 (33.54)	27 (16.77)
3	1.5% to 3.75%	14 (8.69)	13 (8.07)	34 (21.11)	22 (13.66)
4	3.75% to 7.5%	4 (2.48)	4 (2.48)	17 (10.55)	24 (14.90)
5	Over 7.5%	1 (6.62)	6 (3.72)	26 (16.14)	32 (19.87)

161

It would be seen from the above table that number of enterprises where there was no representation in Group A, B, C and D posts, was much higher than in the case of Scheduled Castes. Similarly, the number where the representation was less than 1.5% comparable to 3% category of Scheduled Castes, again the number of enterprises in this category was also higher in Group A, B, C and D.

The Commission hope that consistent efforts would be made in increasing the intake of Scheduled Castes and Scheduled Tribes in vacancies and posts in the coming years so that the overall position continues to improve.

## Representation of Scheduled Castes and Scheduled Tribes in Public Sector Banks

The Banking Division in the Department of Economic Affairs, Ministry of Finance, have supplied information relating to 29 Banks/Financial Institutions as on 1-1-1981. Since six of these banks had been nationalised recently, some of them have yet to implement the reservation orders. For the sake of comparison, a statement showing the total number of employees and the number of Scheduled Castes and Scheduled Tribes employed among them in the remaining banks is given in the Annexure IV. In the table below is given the representation of Scheduled Castes and Scheduled Tribes as on 1-1-1975, 1-1-1979, 1-1-1980 and 1-1-1981.



Year	Officers		Clerks		Sub-staff	
	SC	ST	SC	ST	SC	ST
1975 . . . . .	226 (0.58)	42 (0.10)	4487 (4.34)	615 (0.59)	5332 (11.13)	608 (1.34)
1979	1558 (2.44)	268 (0.42)	17489 (11.51)	2815 (1.85)	12195 (19.45)	1753 (2.80)
1980	2032 (2.98)	392 (0.57)	19476 (12.11)	3341 (2.07)	13807 (20.98)	2029 (3.08)
1981	2926 (3.88)	636 (0.84)	21897 (12.77)	3518 (2.05)	11333 (21.37)	2073 (3.74)

It would be seen from the above table that the proportion of Scheduled Castes and Scheduled Tribes in the various cadres of the nationalised banks has continued to increase.

#### *State Bank and its Subsidiaries*

In Annexure IV is also given the position of representation of Scheduled Castes and Scheduled

Tribes for State Bank of India and its subsidiaries as on 1-1-1981.

For the sake of comparison given below in the table is the number and percentage of Scheduled Castes and Scheduled Tribes in the Cadre of Officers, Clerks and Sub-staff as on 1-1-1980 and 1-1-1981.

Sl. No.	Position as on	Officers		Clerks		Sub-Staff	
		SC	ST	SC	ST	SC	ST
1	2	3	4	5	6	7	8
1	1-1-1980 . . . . .	969 (2.24)	200 (0.46)	13000 (13.03)	2657 (2.66)	9353 (19.64)	1000 (2.10)
2	1-1-1981	1102 (2.35)	222 (0.47)	13651 (13.29)	2608 (2.54)	8717 (18.66)	1238 (2.65)

It would be seen from the above table that the proportion of Scheduled Castes and Scheduled Tribes in the Cadre of Officers has shown an improvement. In the Cadre of Clerks, while there has been an increase in the number of percentage of Scheduled Castes and same has come down in the case of Scheduled Tribes from 2657 (2.66%) to 2608 (2.54%). As regards the representation of Scheduled Castes and Scheduled Tribes in subordinate Staff, it has come down both in number and percentage in respect of Scheduled Castes from 9353 (19.64%) to 8717 (18.66%). However, the representation of Scheduled Tribes has improved from 1000 (1.10%) to 1238 (2.65%).

#### *Reserve Bank of India*

The information from the Reserve Bank of India is also not comparable because in the year 1980 it did not include a few offices. However, the representation of Scheduled Castes officers in this case also has come down from 4.11% to 15-345 M of HA/ND/82.

3.97% and that of Clerks from 11.6% to 11.05%. As regards Scheduled Tribes Officers, the percentage has come down from 0.78% to 0.64% and that of Clerks from 5.24% to 5.20%.

#### *Reservation of Scheduled Castes and Scheduled Tribes in Direct Recruitment and Promotions*

Separate information from all the Banks/ Financial Institutions was called for to assess the implementation of the reservation orders regarding direct recruitment and promotions in the Nationalised Banks, State Bank of India and its subsidiaries, the Reserve Bank of India and the Financial Institutions in the Public Sector. This information is consolidated and given in the Annexure-V. For the sake of review, two tables are given below. In the first table is given the number of banks where the percentage of achievement to the prescribed percentage of reservation has reached upto 20.00%, between 20.00% to 50.00%, between 50.00% to 100.00% and above 100.00%. The table in respect of

achievement of reservation in respect of officers is given below:

	<i>Officers</i>			
	Direct Recruitment		Promotion	
	SC	ST	SC	ST
(1) Upto 20% of prescribed Reservation	9	15	10	18
(2) Between 20.00% to 50.00%	5	4	5	2
(3) Between 50.00% to 100.00%	8	6	4	2
(4) Over 100.00%	4	1	5	2

It would be seen from the above table that out of 26 banks for which information is available there are nine banks where the percentage of achievement in respect of direct recruitment for Scheduled Castes is only 20.00%. As regards the direct recruitment of Scheduled Tribes is concerned, the number of banks in this category is fifteen. It may also be seen that there are four banks which have exceeded the prescribed percentage in direct recruitment and five in promotions in respect of Scheduled Castes. Similarly, one bank in respect of direct recruitment and two in respect of promotions for Scheduled Tribes have exceeded the prescribed percentage. The Commission hope that consistent efforts would continue to further improve the position in banks which at present find themselves in lower category of achievement. The Commission also suggest that special efforts should be made to improve the intake of Scheduled Tribes candidates and for officers, select suitable persons right from the universities for pre-employment training.

In the table below is given the position of number of banks in various performance categories :

	<i>Clerks</i>	
	Direct Recruitment	
	Sch. Castes	Sch. Tribes
(1) 20.00% of prescribed reservation	2	11
(2) Between 20.00% to 50.00%	1	14
(3) Between 50.00% to 100.00%	12	1
(4) Over 100.00%	11	—

It would be seen from the above table that the position regarding recruitment of Scheduled Castes Clerks has been satisfactory in 23 banks out of 26. However, as regards recruitment of Scheduled Tribes is concerned 25 banks are in the first two categories i.e. the achievement in intake of Scheduled Tribes in the clerical cadre even has been less than 50.00%.

The Commission have noted that some of the banks have yet to overcome problems regarding reservation in promotions due to difficulties caused by existing bilateral agreements with the unions. The Commission, however, reiterate their view that the reservation policy of the Government of India should be strictly implemented.

#### *Reservation of Scheduled Castes and Scheduled Tribes in the Services of the State Governments and the Union Territories*

The State Governments and Union Territories have prescribed varying percentages for reservations for Scheduled Castes and Scheduled Tribes in direct recruitment for posts in various grades under their control. Such percentages broadly correspond to the percentage of Scheduled Castes and Scheduled Tribes population in each State or Union Territory.

In order to ascertain the actual representation of Scheduled Castes and Scheduled Tribes in State/Union Territory Services as on 1-1-1981, a circular letter was addressed by the Commission to all the State Governments/Union Territory Administrations.

In spite of reminders, the Commission have received detailed information from only the State Governments of Haryana, Himachal Pradesh, Manipur and Sikkim and the Union Territory Administration of Pondicherry. Information regarding the States of Gujarat, Uttar Pradesh and Tripura has been obtained from the State Governments by the Field Offices of the Commission. A statement showing the position regarding the actual representation of Scheduled Castes and Scheduled Tribes in services and posts as on 1-1-1981 in these States/Union Territories is given in Annexure-VI.

State-wise detailed position is given below:

#### *Gujarat*

Gujarat has prescribed the reservation of 7% and 14% for Scheduled Castes and Scheduled Tribes respectively and has supplied information separately for non-technical and technical posts in various departments. The achievement in Gujarat in respect of non-technical posts is of the order of 10.9% for Class I, 6.4% for Class II, 10.2% for Class III and 20% for Class IV against 7% reservation for Scheduled Castes. However, as against 14% reservation for Scheduled Tribes, the percentage of actual representation is 4.6% (Class I), 4.5% (Class II), 9.4% (Class III)

and 10.8% (Class IV). In technical services, however, the percentage for Scheduled Castes is 4.6% and 3.6% in Class I and Class II services and 9.4% in Class III service. As far as Scheduled Tribes are concerned, they are 3.4% and 1.2% in Class I and II respectively and 4.6% in Class III.

While the intake of Scheduled Castes is more than satisfactory there is need for urgent efforts to take suitable steps to locate, trained Scheduled Tribes persons for placement against the reserved vacancies for them.

#### *Haryana*

Against the uniform reservation of 20% for Scheduled Castes, there are 4.75% Scheduled Castes in Class I, 3.15% in Class II, 9.75% in Class III and 30.2% in Class IV.

#### *Himachal Pradesh*

The Government of Himachal Pradesh has prescribed the reservation of 15% for Scheduled Castes and 7-1/2% for Scheduled Tribes in Class I and Class II services and 22% and 5% for Scheduled Castes and Scheduled Tribes respectively in Class III and Class IV services. The actual representation, however for Scheduled Castes has reached the level of 5.4% in Class I, 6.87% in Class II, 11.66% in Class III and 19.81% in Class IV. As regards Scheduled Tribes the representation has reached 2.87% for Class I, 3.04% for Class II, 3.36% for Class III and 5.4% for Class IV.

#### *Manipur*

The reservation of 2.00% for Scheduled Castes and 31.00% for Scheduled Tribes has been prescribed by the Government of Manipur uniformly for Class I to Class IV. The proportion of Scheduled Castes, however, has only reached 0.49% for Scheduled Castes in Group A, 0.55% in Group B, 1.53% in Group C and 1.20% in Group D excluding Sweepers. As regards representation of Scheduled Tribes it is 10.2%, 11.66%, 32.63% and 21.19% respectively for Group A, Group B, Group C and Group D employees.

#### *Sikkim*

The Government of Sikkim has not yet provided any reservation for Scheduled Castes and Scheduled Tribes and the question of doing so is under State Government's consideration. However, the existing strength of Scheduled Castes and Scheduled Tribes in their various services is given in the Annexure-VI.

#### *Tripura*

Tripura has provided 13% reservation for Scheduled Castes and 20% for Scheduled Tribes. Tripura is another State where separate figures of representation are supplied by the State Government for non-technical and technical services

departments. The actual representation of Scheduled Castes and Scheduled Tribes is given in the table below :

Sl. No.	Category of post	Percentage of Scheduled Castes	Percentage of Scheduled Tribes
1	Class — I Non-Technical	2.58	0
2	Class — I Technical	3.95	4.51
3	Class — II Non-Technical	4.10	7.45
4	Class — II Technical	5.40	4.36
5	Class — III Non-Technical	15.39	8.80
6	Class — III Technical	12.19	7.14
7	Class — IV Non-Technical	19.52	16.56
8	Class — IV Technical	19.59	15.30
Total		15.39	10.15

#### *Uttar Pradesh*

The Government of Uttar Pradesh has prescribed uniform percentage of reservation of 18.00% for Scheduled Castes and 2.00% for Scheduled Tribes in the various grades of State Service. It is a matter of concern that the proportion of Scheduled Castes and Scheduled Tribes is not even equal to the prescribed percentage in Class III and Class IV posts. In Class I, 4.8% of the employees belong to Scheduled Castes while only 4.60% are in Class II. The percentage of Scheduled Castes in Class III services is 9.98% and 17.65% in Class IV. The proportion of Scheduled Tribes in the various services has hardly reached upto 0.25% in Class I, Class II and Class III and 0.72% in Class IV services. It may, however, be stated that the proportion of Scheduled Tribes is also negligible in the State.

#### *Pondicherry*

The Union Territory of Pondicherry has prescribed uniform reservation of 16.00% for Scheduled Castes and 5.00% for Scheduled Tribes. As regards Scheduled Castes they are 4.00% in Class I, 14.00% in Class II, 6.15% in Class III and 12.75% in Class IV. As regards Scheduled Tribes, there is none in Class I and Class II while the percentage in Class III is 0.26% and in Class IV the percentage is 0.80%.

### *Representation for Scheduled Castes and Scheduled Tribes in Judicial Services*

In the Second Report of the Commission, the detailed position has been given and recommendations made. The Commission had also addressed letters to the Department of Justice seeking information in this connection for this report. The Commission regret to state that there has been no response from the Government of India inspite of repeated reminders. The Commission reiterate their recommendations in the Second Report. These are :

- (i) Suitable provisions should be made for appropriate reservation for Scheduled Castes and Scheduled Tribes among the judges of High Court and Supreme Court.
- (ii) Suitable provisions should be made for reservation for the Scheduled Castes and Scheduled Tribes in the judicial services of the State where it has not yet been provided. The percentage of reservation

in these services should also be on the lines of percentage in other services of the State.

- (iii) The Department of Justice should collect and furnish to this Commission the actual intake of Scheduled Castes and Scheduled Tribes in various judicial services as on 1-1-1980 and onwards.

### *Staff Selection Commission*

The Staff Selection Commission has a positive role in providing suitable candidates belonging to the Scheduled Castes and Scheduled Tribes for employment in services for which recruitment is done through the candidates who are declared successful by them. In the table below is given the number of Scheduled Castes and Scheduled Tribes candidates who had applied, appeared and declared successful in the open and special examinations held by the Staff Selection Commission in 1980.

Name of the examination	Date of examination	Scheduled Castes				Scheduled Tribes			
		Applied	Appeared	Qualified for typing/stenos/Personality tests	Declared successful	Applied	Appeared	Qualified for typing/stenos/Personality tests	Declared successful
Open Examinations (1980)									
(1) Combined Clerks Grade and Stenographers.	17-8-80	39754	28577	3045	848 (Clerks) 24 (Stenos)	5513	4039	1996	280 (Clerks) 7 (Stenos)
(2) Inspectors Income Tax/Central Excise	5-10-80	6151	3983	594	277	1596	1037	293	124
(3) Auditors/Sr. J Accts/U.D.Cs.	23-11-80	6962	4466	—	514	1290	770	—	180
(4) Senior Observers	7-12-80	192	127	—	22	27	11	—	7
(5) Sub-Inspectors (Ex) Delhi Police	13-1-80	1110	737	49	19	225	122	54	17
(6) Hindi Teachers	4-5-80	35	21	16	9	11	4	3	2

It would be seen that substantial number of Scheduled Castes and Scheduled Tribes candidates are appearing for the examinations conducted by the Staff Selection Commission and a large number also are being declared as successful.

The Staff Selection Commission has also appointed Special Examination Cell to concentrate on the task of liquidating the back-log in filling up of reserved vacancies of Scheduled Castes and Scheduled Tribes and they had also

held the special examination for some special categories of posts for which there were higher level of back-log. It is found from the report of the Staff Selection Commission that in spite of their best efforts, there is still a shortage of Stenographers belonging to the Scheduled Castes and Scheduled Tribes. The Commission would recommend that special steps may be taken by the Ministry of Home Affairs to augment their efforts for providing adequate training facilities in stenography.

*Reservation for Scheduled Castes and Scheduled Tribes in Appointments to the Teaching Posts in the Universities/Colleges*

The principle of reservation for Scheduled Castes and Scheduled Tribes for recruitment to the posts of lecturers in the universities/colleges was agreed to by the University Grants Commission in 1975. Further, in June, 1976, the University Grants Commission decided on the mechanics to ensure reservation of Scheduled Castes and Scheduled Tribes for recruitment to

the posts of lecturers in the universities/colleges.

The University Grants Commission was addressed a letter in September, 1981 to solicit information about the implementation of the reservation orders agreed to by them and circulated to the universities for compliance. The University Grants Commission have supplied a statement showing position of Scheduled Castes and Scheduled Tribes teachers state-wise as in 1977-78. A copy of the statement is given below:

Sl. No.	Name of the State/U.T.	Total Staff	S.C.	% S.C. to total	C.E.	S.T.	% S.T. to total	C.E.
1	2	3	4	5	6	7	8	9
1	Andhra Pradesh.	14185	285	2.01	15	5	0.04	1
2	Assam	5798	96	1.66	29	84	1.45	10
3	Bihar	13788	52	0.38	3	130	0.94	11
4	Gujarat	8454	133	1.58	22	22	0.26	2
5	Haryana	4362	21	0.48	3	5	0.11	—
6	Himachal Pradesh	891	24	2.69	12	3	0.34	8
7	Jammu & Kashmir	1861	10	0.54	7	—	—	—
8	Karnataka	13092	318	2.43	17	71	0.54	61
9	Kerala	10451	140	1.34	14	20	0.19	18
10	Madhya Pradesh	9794	72	0.74	5	16	0.16	1
11	Maharashtra	19374	492	2.54	41	98	0.51	7
12	Meghalaya.	863	2	0.23	92	275	31.87	38
13	Orissa	5118	67	1.31	9	37	0.72	3
14	Punjab	8422	132	1.57	6	2	0.02	15
15	Rajasthan	6776	191	2.82	17	72	1.06	9
16	Tamilnadu	18304	338	1.85	10	14	0.08	7
17	Uttar Pradesh	18856	43	0.23	1	2	0.01	5
18	West Bengal	16617	191	1.15	6	33	0.20	3
19	Delhi	6121	13	0.21	1	—	—	—
ALL INDIA/GRAND TOTAL .		183128	2621	1.43	10	889	0.49	7

Note : S.U.T.—Union Territory. C.E.—Co-efficient of Equality.

Source—Data supplied by colleges and universities for the year 1977-78.

Figures for non-responding institutions/colleges estimated.

It would be seen from the above statement that 1.43% and 0.49% of the posts among the teachers in the country were held by the Scheduled Castes and Scheduled Tribes respectively. This statement only shows the extent to which efforts will be required to enable the Scheduled Castes and Scheduled Tribes candidates to avail of reserved posts in the teaching professions.

#### *Intake of Scheduled Castes and Scheduled Tribes in Teaching Jobs*

The University Grants Commission has also supplied a statement showing the representation of Scheduled Castes and Scheduled Tribes in teaching posts as on 1-1-1980 and 1-1-1981. Information as on 1-1-1980 is in respect of 57 universities/institutions while the one relating to 1-1-1981 is in respect of 46 universities.

In the table below is given a comparative statement of the percentage of Scheduled Castes and Scheduled Tribes working in different categories of teaching posts as on 1-1-1980 and 1-1-1981.

Sl. No.	Categories of Teaching Posts	Percentage of SCs as on		Percentage of STs as on	
		1-1-80	1-1-81	1-1-80	1-1-81
1	Professors . .	0.62	0.32	0.09	0.21
2	Readers . .	0.82	0.76	0.19	0.40
3	Lecturers . .	1.75	2.19	0.57	0.92
4	Research Associates	4.44	1.01	0.83	0.22

The above information is only for record and is not comparable. It shows that larger efforts are required to enable Scheduled Caste/Scheduled Tribes candidates to come to the required standards and avail the opportunities available to them in the form of reservations in teaching jobs. Further, the University Grants Commission should review the mechanics of reporting and lay down timely submission of information by the universities giving the number of vacancies that were filled in during the year, number reserved for Scheduled Castes and Scheduled Tribes and the number which was eventually filled by the members of these two communities.

#### *Intake of Scheduled Castes and Scheduled Tribes in Non-Teaching Jobs*

The information supplied by the University Grants Commission regarding the intake of Scheduled Castes and Scheduled Tribes in the non-teaching posts in the universities also indicates that information has only been received in respect of 46 universities in respect of the information for the year 1980-81 and 50

universities in respect of the information for the year 1979-80. In the table below is given the percentage of Scheduled Castes and Scheduled Tribes in non-teaching posts:

Sl. No.	Category of posts	Percentage of SCs as on		Percentage of STs as on	
		1-1-80	1-1-81	1-1-80	1-1-81
1	Class I and II .	1.35	1.62	0.51	1.25
2	Clerical Posts .	4.85	5.43	1.59	1.93
3	Subordinate Posts	16.15	17.51	2.90	3.69

As far as the non-teaching staff is concerned, the University Grants Commission should take special steps to fill the reserved vacancies meant for Scheduled Castes and Scheduled Tribes as there is not expected to be any shortage of qualified persons to fill these vacancies.

#### *Pre-Examination Training Centre for All India Services*

Both the Government of India as well as several State Governments have Pre-Examination Training Centres which give Pre-Examination Training to Scheduled Castes and Scheduled Tribes to improve their performance in the competitive examinations and thus increase the intake of Scheduled Castes and Scheduled Tribes in various services. Centres for all-India Services are functioning in Allahabad, Delhi, Hyderabad, Jaipur, Madras, Patiala and Shillong. There are also two centres for coaching for combined engineering services at Tiruchirpalli and Allahabad. State level Pre-Examination Training Centres which impart coaching for State Services are functioning in 10 States. In the Second Report of the Commission, detailed information regarding the work of these centres has been incorporated. The Ministry of Home Affairs was requested to supply information about outlays fixed and expenditure incurred as also information on the working of these centres. The Ministry have, however, intimated that the information is not readily available with them.

#### *Number of Scheduled Caste and Scheduled Tribes Persons Registered and Placements Effected by the Employment Exchanges and their Position in the Live Register, and Setting up of Special State Employment Exchanges for Scheduled Castes and Scheduled Tribes.*

The information about the work done by the Employment Exchanges for the year 1980 inter-alia indicating the registration, placements, notification and filling of vacancies and position on the live register is given in Annexure-VII.

#### *Registrations and Placements*

According to the Annexure-VII out of 7,35,469 Scheduled Castes and 2,13,191 Scheduled Tribes registrants, 67,797 Scheduled Castes (9.22%

and 22,222 Scheduled Tribes (10.42%) respectively were placed in jobs. Further the Ministry of Labour have informed that out of 60,936 Scheduled Castes and 29,316 Scheduled Tribes number of reserved vacancies notified by the Employment Exchange, 30,619 Scheduled Castes (50.23%) and 10,614 Scheduled Tribes (36.22%) vacancies were filled up during the year.

The Scheduled Castes and Scheduled Tribes on the live register form 11.21% and 2.94% of the total number of job seekers that is 1,62,002, 270. Inversely, it means that 85.85% of those who were on the live register on 1-1-1981 belonged to non-Scheduled Castes and non-Scheduled Tribes communities.

In the absence of the information as regards the Statewise position of total registration on the live register as on 1-1-1981, the Commission are not in a position to make proper analysis with regard to the percentage of increase or decrease in their (SC & ST) registration over the previous year.

The availability of total placements effected (including Scheduled Castes and Scheduled Tribes) during the year under report could have enabled the Commission to draw proper conclusions from the same. The Commission, therefore, hope that the Ministry of Labour would furnish the relevant statistics for necessary analysis and examination.

#### Live Register

18,15,284 Scheduled Castes and 4,75,707 Scheduled Tribes were still on the live register at the end of the year 1980. The Ministry of Labour have also furnished information by educational standards in respect of Scheduled Castes and Scheduled Tribes and others who were on the live register at the end of 1-1-1981. An analysis of this information reveals that 62.21% and 18.21% of the registrants from

Scheduled Castes and Scheduled Tribes are either illiterate or are below matric.

Further, the analysis shows that the percentage of Scheduled Castes and Scheduled Tribes job seekers who are graduates and post-graduates in Arts courses is 66.80% and 69.73% respectively, while the percentage of those who are graduates and post graduates in Science, Medicine, Engineering and Agriculture comes to 12.52% and 11.17% respectively. Other SC and ST job seekers have done graduation and post-graduation in Law, Education etc. The Commission are of the considered view that a scientific study of the registrations, placements and the position on the live register of Scheduled Castes and Scheduled Tribes by educational standards both Arts and Medical/Engineering may be made by the Director General, Employment and Training in the Ministry of Labour with a view to devising suitable placement programme for the job seekers belonging to the Scheduled Castes and Scheduled Tribes.

The Commission have been informed by the Ministry of Labour that the information relating to the number of trainees in Engineering and non-Engineering trades under the "Craftsmen Training Scheme" has not been furnished for want of statistics from their field formations. The Commission recommend that the Ministry of Labour may issue suitable instructions to their training institutes implementing craftsmen training scheme to furnish the requisite reports/returns, that are being sent by them to the Ministry, to this Commission also for suitable analysis.

#### Coaching-cum-Guidance Centres for Scheduled Castes and Scheduled Tribes for Group C posts

The progress of the scheme of coaching-cum-guidance centres for Scheduled Castes and Scheduled Tribes seeking Group-C posts is given in the table below :

Sl. No.	Location of the Centre	Number given					
		Registration Group Guidance	Pre-submission Guidance	Individual Guidance & Individual information	Placements	Counselling to parents	Confidence Building Training
1	2	3	4	5	6	7	8
1	Coaching-cum-Guidance Centre, Delhi	5739	1765	4457	313	122	1122
2	Coaching-cum-Guidance Centre, Jabalpur	1172	2359	1853	111	21	871
3	Coaching-cum-Guidance, Centre, Kanpur	1534	346	1800	83	10	90
4	Coaching-cum-Guidance Centre, Madras	1879	266	3006	287	70	952
Total		10,324	4736	11,116	894	223	2035

The Commission are also happy to note that the Ministry of Labour have in addition to 4 Centres at Delhi, Jabalpur, Kanpur and Madras opened 6 more such Centres during the year under report at Hyderabad, Trivandrum, Surat, Ranchi, Calcutta and Jaipur. However, the Commission reiterate the recommendation made in the last report to the effect that such centres may be opened at all the States and Union Territories. Headquarters and also in the Industrial Complexes with a view to catering to the interests of Scheduled Castes and Scheduled Tribes job seekers to Group-C posts.

*Special Coaching Scheme for Scheduled Castes and Scheduled Tribes*

This scheme is meant for coaching of Scheduled Castes and Scheduled Tribes applicants for competitive examinations/selection tests and for appointment to L.D.Cs, Stenos, etc. The progress of the Scheme, introduced in 1976, till 1979 has been given in the last Annual Report of the Commission. The latest progress relates to fifth phase of the scheme which was started w.e.f. October 1979 and which ended during May, 1980. The new course was started w.e.f. March, 1981 and a sum of Rs. 37,500 towards purchase of stationary has been included in Rs. 54,500 mentioned above. Another sum of Rs. 3,67,800 was spent towards grant of stipend to 500 trainee stenographers. It has also been reported by the Ministry of Labour that the number of clerks imparted training during the year under report is nil. The Commission strongly feel that there is need for giving pre-entry coaching to the L.D. Clerks belonging to Scheduled Castes and Scheduled Tribes so that they get better avenues of promotion.

The Commission reiterate the other recommendation made on the special coaching scheme for Scheduled Castes and Scheduled Tribes in the last Annual Report.

*Implementation of Apprentices Act, 1961—  
Engagement of Trade Apprentices belonging to  
Scheduled Castes and Scheduled Tribes*

The Ministry of Labour have informed this Commission that 8,360 Scheduled Castes and 1,939 Scheduled Tribes apprentices were undergoing training in State and Private Sector establishments in all the States and Union Territories excepting the State of Gujarat and the Union Territories of Andaman & Nicobar Islands, Arunachal Pradesh, Dadra & Nagar Haveli, Lakshadweep and Mizoram. The number of Scheduled Castes and Scheduled Tribes apprentices absorbed in the various public and private sector establishments has not been given.

The Commission, therefore, recommend as under :

- (i) The position of Scheduled Castes and Scheduled Tribes apprentices given training

during the year 1980-81 under the Apprentices Act 1961 in the State of Gujarat and the Union Territories of Andaman & Nicobar Islands, Arunachal Pradesh, Dadra & Nagar Haveli, Lakshadweep and Mizoram may be furnished by the Ministry of Labour.

- (ii) Number of Scheduled Castes and Scheduled Tribes trained apprentices absorbed by various public and private establishments during the year may also be furnished by the Ministry to the Commission regularly in future.

*Complaints/Representations from the Scheduled Castes and Scheduled Tribes Regarding their Grievances Relating to Appointments in Reserved Quota*

As in the previous years, the Headquarters office of the Commission and the Field Offices received several complaints/representations from the Scheduled Castes and Scheduled Tribes employees relating to appointment against the reserved quota and related matters. In Annexure VIII is given the details of such receipts which were received by the Headquarters office of the Commission and in Annexure-IX is given a statement showing the total number of complaints received directly by the Field Offices.

The Headquarters Office of the Commission received a total of 512 receipts out of which only in 30 cases the Commission could obtain the desired relief. 76 cases were rejected by the concerned authorities and 406 cases are still pending.

The Field Offices of the Commission in all received 705 complaints out of which 663 cases were taken up with the concerned authorities. In 79 cases, the desired relief was obtained while 125 cases were rejected and the remaining 406 cases are still pending.

The Commission reiterate their suggestion made in the last report that all the Ministries/Departments of the Government of India and the State Governments/U.T. Administrations should attach utmost urgency in dealing with the complaints and representations received from the SC and ST employees for timely redressal.

*Reservation for Scheduled Castes and Scheduled Tribes in Private Sector Establishments*

The Commission have given in their Second Report a background and the need for the extension of reservation orders in services under the private sector undertakings. The Commission reiterate their recommendations in para 9.141 that suitable amendment may be made in the law or the Constitution with a view to provide reservation for Scheduled Castes and Scheduled Tribes in private sector undertakings.



## ANNEXURE I

### *Percentage of Scheduled Castes in Services under the Ministries/Departments of the Government of India*

Class	Percentage	Name of the Ministries/Departments
1	2	3
I	Less than 3% in 7 Ministries/Departments.	Election Commission (—), Deptt. of Parliamentary Affairs (—), Deptt. of Electronics (1·55), Vice President's Office (—), Deptt. of Space (0·14), Deptt. of Atomic Energy (0·55), Cabinet Secretariat (—).
	Between 3% 7·5% in 22 Ministries/Departments.	Deptt. of Personnel & Administrative Reforms (AR Wing) (4·54), Deptt. of Social Welfare (5·41), President's Secretariat (6·66), Deptt. of Science & Technology (3·64), Comptroller and Auditor General (6·63), Deptt. of Expenditure (5·38), Shipping and Transport (6·89), Ministry of Home Affairs (3·47), Ministry of Communications (excluding DG & P & T) (4·43), Deptt. of Economic Affairs (5·26), Deptt. of Heavy Industries (6·90), Ministry of Information & Broadcasting (3·73), Planning Commission (5·00), Deptt. of Supply (7·45), Deptt. of Steel (4·08), Deptt. of Personnel and Administrative Reform (personnel Wing) (5·66), Deptt. of Education (7·18), Deptt. of Mines (5·09), Deptt. of Coal (5·55), Ministry of Health and Family Welfare (4·84), Ministry of Defence (4·37), Ministry of Irrigation (5·11).
	Between 7·5%—15% in 19 Ministries/Departments.	Deptt. of Agriculture Research & Education (14·28), Prime Minister's Office (7·69), Ministry of Labour (12·52), Deptt. of Company Affairs (9·75), Deptt. of Fertilizers and Chemicals (8·77), Deptt. of Rehabilitation (7·59), Legislative Department (12·28), Deptt. of Finance (9·79), Deptt. of Food (13·41), U. P. S. C. (12·66), Ministry of Rural Reconstruction (8·49), Ministry of External Affairs (9·40), Ministry of Industrial Development (7·60), Ministry of Commerce (12·73), Deptt. of Culture (8·76), Ministry of Agriculture and Co-operation (8·11), Deptt. of Petroleum (9·38), Ministry of Tourism & Civil Aviation (9·47), Bureau of Public Enterprises (10·42).
	Over 15% — in Ministries/Departments.	Deptt. of Legal Affairs (16·00)
II	Nil — in 1 Ministry/Department.	Deptt. of Agriculture, Research and Education
	Less than 3% — in 2 Ministries/Departments.	Deptt. of Space (0·78), Deptt. of Atomic Energy (1·44)
	Between 3% — 7·5% in 17 <sub>1</sub> Ministries/Departments <sup>1</sup>	Department of Personnel & Administrative Affairs (6·97), Deptt. of Electronics (6·10), Prime Minister's Office (6·94), Ministry of Labour (6·43), Deptt. of Fertilizers and Chemicals (6·38), Deptt. of Rehabilitation (4·58), Comptroller & Auditor General (4·70), Ministry of Home Affairs (6·21), Ministry of External Affairs (6·71), Ministry of Economic Affairs (6·96), Planning Commission (3·98), Deptt. of Personnel and Administrative Reforms (7·37), Deptt. of Mines (5·80), Deptt. of Petroleum (6·52), Bureau of Public Enterprises (7·14), Ministry of Health and Family Welfare (6·71), Ministry of Irrigation (6·01).
	Between 7·5% — 15% in 27 Ministries/Departments.	Election Commission (13·33), Deptt. of Social Welfare (12·24), President's Secretariat (10·98), Deptt. of Science & Technology (13·95), Deptt. of Company Affairs (7·76), Deptt. of Legal Affairs (7·75), Legislative Department (8·69), Deptt. of Expenditure (10·27), Department of Finance (9·42), Department of Food (11·32), Cabinet Secretariat (10·14), U.P.S.C. (11·01), Shipping and Transport (7·58), Ministry of Rural Reconstruction (7·67), Ministry of Communications (excluding DG & P & T) (8·03), Ministry of Industrial Development (9·09), Ministry of Commerce (8·59), Deptt. of Culture (9·11), Ministry of Heavy Industries (8·86), Ministry of Information and Broadcasting (9·28), Deptt. of Supply (7·55), Deptt. of Steel (10·10), Ministry of Agriculture and Co-operation (8·29), Department of Education (7·83), Ministry of Tourism and Civil Aviation (9·66), Department of Coal (12·82), Ministry of Defence (7·53).

Class	Percentage	Name of the Ministries/Departments
	Over 15% in 2 Ministries/Departments.	Department of Parliamentary Affairs (15.38), Vice President's Office (16.66)
III	Less than 7.5% in 3 Ministries/Departments.	Department of Space (6.99), Department of Education (4.69), Vice President's Office (—)
	Between 7.5% — 11.25% in 11 Ministries/Departments.	Deptt. of Personnel & Administrative Reforms (10.00), Ministry of Labour (10.59), Deptt. of Company Affairs (11.04), Deptt. of Atomic Energy (10.94), Ministry of Home Affairs (11.18), Ministry of Rural Reconstruction (10.77), Ministry of External Affairs (9.80), Deptt. of Heavy Industries (10.31), Deptt. of Personnel & Administrative Reforms (Personnel Wing) (11.16), Ministry of Irrigation (10.78), Department of Petroleum (7.77).
	Between 11.25% — 15% in 24 Ministries/Departments.	Election Commission (14.85), Deptt. of Social Welfare (11.32), Prime Minister's Office (13.41), Deptt. of Fertilizers & Chemicals (12.61), Deptt. of Rehabilitation (12.70), Legislative Department (12.44), Comptroller and Auditor General (13.48), Department of Finance (13.78), Cabinet Secretariat (14.08), U.P.S.C. (14.86), Ministry of Industrial Development (12.55), Ministry of Commerce (12.60), Department of Culture (11.83), Ministry of Information and Broadcasting (14.99), Planning Commission (11.94), Department of Supply (14.98), Ministry of Agriculture and Co-operation (14.84), Department of Mines (14.13), Ministry of Tourism and Civil Aviation (14.71), Bureau of Public Enterprise (14.08), Department of Coal (14.72), Ministry of Health and Family Welfare (12.72), Ministry of Defence (13.64), Shipping and Transport (12.10).
	Above 15% in 11 Ministries/Departments	Department of Parliamentary Affairs (19.44), Department of Agriculture Research and Education (100.00), President's Secretariat (16.32), Department of Electronics (18.44), Department of Science and Technology (15.27), Department of Legal Affairs (15.20), Department of Expenditure (15.48), Department of Food (15.52), Ministry of Communication (excluding D.G. & P.T.) (19.32), Department of Economic Affairs (16.46), Department of Steel (17.38).
IV	Less than the prescribed percentage	Department of Personnel and Administrative Reforms (9.37), Deptt. of Education (15.22), Department of Coal (15.72).

## ANNEXURE II

### *Percentage of Scheduled Tribes in Services under Government of India/Ministries/Departments*

Class	Percentage	Name of the Ministries/Departments
I	Nil in — 16 Ministries/Departments	Election Commission, Deptt. of Personnel & Administrative Reforms (AR Wing), Deptt. of Parliamentary Affairs, Deptt. of Social Welfare, Deptt. of Agriculture, Research & Education, President's Secretariat, Deptt. of Electronics, Prime Minister's Office, Vice-President's Office, Deptt. of Fertilizers & Chemicals, Deptt. of Rehabilitation, Deptt. of Expenditure, Cabinet Secretariat, Ministry of Communications (excluding DG & P & T), Deptt. of Heavy Industries, Deptt. of Petroleum.
	Upto 1.5% in — 17 Ministries/Departments	Ministry of Labour (1.16), Deptt. of Science & Technology (0.56), Deptt. of Space (0.04), Deptt. of Atomic Energy (0.03), Shipping & Transport (0.89), Ministry of Industrial Development (1.15), Deptt. of Economic Affairs (1.31), Ministry of Information & Broadcasting (1.11), Planning Commission (0.47), Deptt. of Supply (0.28), Deptt. of Personnel & Administrative Reforms (Personnel Wing) (0.63), Deptt. of Mines (0.62), Ministry of Tourism & Civil Aviation (1.05), Deptt. of Coal (1.1), Ministry of Health and Family Welfare (0.90), Ministry of Defence (0.55), Ministry of Irrigation (0.68).
	Between 1.5% to 3.75% in — 12 Ministries/Departments	Deptt. of Company Affairs (3.41), Deptt. of Legal Affairs (2.66), Legislative Department (1.75), Controller & Auditor General (2.53), Deptt. of Food (3.66), Ministry of Home Affairs (1.65), Ministry of Rural Reconstruction (1.81), Deptt. of Culture (1.59), Deptt. of Steel (2.04), Ministry of Agriculture & Co-operation (2.25), Deptt. of Education (3.59), Bureau of Public Enterprise (2.08).
	Between 3.75% to 7.50% — 4 Ministries/Departments	Deptt. of Finance (5.15), U. P. S. C. (5.06), Ministry of External Affairs (4.32), Ministry of Commerce (3.98).
II	Nil — in 8 Ministries/Departments	Deptt. of Parliamentary Affairs, Deptt. of Social Welfare, Deptt. of Agriculture, Research & Education, Vice-President's Office, Deptt. of Fertilizers & Chemicals, Planning Commission, Deptt. of Steel, Bureau of Public Enterprise.
	Upto 1.5% in — 25 Ministries/Departments	Prime Minister's Office (1.38), Deptt. of Company Affairs (0.97), Deptt. of Legal Affairs (1.29), Deptt. of Rehabilitation (0.41), Deptt. of Space (0.07), Comptroller & Auditor General (0.06), Deptt. of Expenditure (0.56), Deptt. of Finance (Defence) (0.33), Deptt. of Atomic Energy (0.10), Deptt. of Food (1.28), U. P. S. C. (0.86), Shipping & Transport (1.42), Ministry of Communications (excluding DG P & T) (0.24), Ministry of External Affairs (0.51), Ministry of Industrial Development (0.91), Deptt. of Economic Affairs (1.21), Deptt. of Heavy Industries (1.26), Deptt. of Supply (0.32), Deptt. of Personnel & Administrative Reforms (Personnel Wing) (0.24), Ministry of Agriculture & Co-operation (1.44), Deptt. of Education (0.45), Deptt. of Petroleum (1.09), Ministry of Health & Family Welfare (1.07), Ministry of Defence (0.73), Ministry of Irrigation (0.52).
	Between 1.5% to 3.75% in — 14 Ministries/Departments	Election Commission (2.66), Deptt. of Personnel & Administrative Reforms (AR Wing) (2.32), President's Secretariat (2.19), Deptt. of Electronics (1.52), Ministry of Labour (2.14), Legislative Deptt. (1.73), Ministry of Home Affairs (2.05), Ministry of Rural Reconstruction (2.48), Ministry of Commerce (1.84), Deptt. of Culture (2.28), Ministry of Information & Broadcasting (2.67), Deptt. of Mines (1.77), Ministry of Tourism & Civil Aviation (2.10), Deptt. of Coal (2.56).
	Between 3.75% to 7.50% in — 2 Ministries/Departments.	Deptt. of Science and Technology (4.18), Cabinet Secretariat (4.34)
III	Nil in — 9 Ministries/Departments	Election Commission, Deptt. of Personnel & Administrative Reforms (AR Wing), Deptt. of Agriculture, Research & Education, President's Secretariat, Vice-President's Office, Cabinet Secretariat, Deptt. of Heavy Industries, Planning Commission, Bureau of Public Enterprise.
	Upto 1.5% in 15 Ministries/Departments	Deptt. of Social Welfare (0.63), Prime Minister's Office (1.21), Ministry of Labour (1.42), Deptt. of Fertilizers & Chemicals (0.90), Deptt. of Rehabilitation (1.35), Legislative Department (1.28), Deptt. of Space (1.47), Deptt. of Expenditure (0.88), Deptt. of Atomic Energy (1.32), U.P.S.C. (1.20), Deptt. of Steel (1.42), Deptt. of Personnel & Administrative Reforms (Personnel Wing) (1.49), Deptt. of Education (0.59), Deptt. of Petroleum (0.97), Ministry of Irrigation (1.04).

Class	Percentage	Name of the Ministries/Departments
	Between 1.5% to 3.75% in 15 Ministries/Departments	Deptt. of Company Affairs (3.04), Deptt. of Legal Affairs (3.54), Deptt. of Finance (Defence) (3.11), Deptt. of Food (2.27), Shipping & Transport (3.17), Ministry of Rural Reconstruction (2.24), Ministry of External Affairs (2.19), Ministry of Industrial Development (1.99), Ministry of Commerce (3.03), Deptt. of Culture (2.26), Deptt. of Supply (3.26), Ministry of Agriculture & Co-operation (2.31), Ministry of Tourism & Civil Aviation (2.93), Ministry of Health & Family Welfare (2.59), Ministry of Defence (1.73).
	Between 3.75% to 7.50% in 9 Ministries/Departments	Deptt. of Parliamentary Affairs (5.55), Deptt. of Electronics (4.81), Deptt. of Science & Technology (4.64), Comptroller & Auditor General (3.98), Ministry of Home Affairs (5.77), Ministry of Communications (excluding DG P & T) (5.11), Deptt. of Economic Affairs (4.90), Ministry of Information & Broadcasting (4.99), Deptt. of Coal (4.59).
	Over 7.50% in — 1 Ministry/Department	Deptt. of Mines (13.54)
IV	Nil in — 5 Ministries/Departments	Election Commission, Deptt. of Social Welfare, Deptt. of Agriculture, Research & Education, President's Secretariat, Vice-President's Office.
	Upto 1.5% in — 1 Ministry/Department.	Ministry of External Affairs (0.33)
	Between 1.5% to 3.75% in — 8 Ministries/Departments	Deptt. of Science & Technology (2.63), Deptt. of Expenditure (2.19), Deptt. of Heavy Industries (1.75), Planning Commission (3.47), Deptt. of Personnel & Administrative Reforms (Personnel Wing) (2.33), Ministry of Agriculture & Co-operation (3.48), Deptt. of Education (3.58), Ministry of Defence (3.74).
	Between 3.75% to 7.50% — in 27 Ministries/Departments	Deptt. of Electronics (4.58), Ministry of Labour (4.09), Deptt. of Company Affairs (4.11), Deptt. of Legal Affairs (4.09), Deptt. of Fertilizers & Chemicals (5.26), Deptt. of Rehabilitation (5.74), Deptt. of Space (6.26), Comptroller & Auditor General (7.17), Deptt. of Finance (Defence) (4.72), Deptt. of Atomic Energy (4.60), Deptt. of Food (5.09), U.P.S.C. (7.20), Shipping and Transport (6.24), Ministry of Rural Reconstruction (6.48), Ministry of Communications (excluding DG P & T) (7.04), Ministry of Industrial Development (3.78), Ministry of Commerce (6.04), Deptt. of Culture (4.42), Deptt. of Supply (5.62), Deptt. of Steel (7.38), Deptt. of Mines (6.05), Deptt. of Petroleum (4.92), Ministry of Tourism & Civil Aviation (5.16), Bureau of Public Enterprise (5.00), Deptt. of Coal (6.15), Ministry of Health & Family Welfare (6.18), Ministry of Irrigation (6.74).
	Over 7.50% in — 8 Ministries/Departments	Deptt. of Personnel & Administrative Reforms (AR Wing) (12.5), Deptt. of Parliamentary Affairs (12.5), Prime Minister's Office (10.44), Legislative Department (8.42), Cabinet Secretariat (7.58), Ministry of Home Affairs (8.49), Deptt. of Economic Affairs (7.80), Ministry of Information & Broadcasting (8.08)

## ANNEXURE III

*Statement Showing the Percentage of Intake of Scheduled Castes/Scheduled Tribes against Number of Reserved Vacancies meant for them and Percentage of Reserved Vacancies Lapsed during 1971-78*

Year	Group A				Group B				Group C				Group D			
	Scheduled Castes		Scheduled Tribes		Scheduled Castes		Scheduled Tribes		Scheduled Castes		Scheduled Tribes		Scheduled Castes		Scheduled Tribes	
	% of appo- int- ment to number reserved	% of reser- ved vacan- cies lapsed	% of appo- int- ment to number reserved	% of reser- ved vacan- cies lapsed	% of appo- int- ment to number reserved	% of reser- ved vacan- cies lapsed	% of appo- int- ment to number reserved	% of reser- ved vacan- cies lapsed	% of appo- int- ment to number reserved	% of reser- ved vacan- cies lapsed	% of appo- int- ment to number reserved	% of reser- ved vacan- cies lapsed	% of appo- int- ment to number reserved	% of reser- ved vacan- cies lapsed	% of appo- int- ment to number reserved	% of reser- ved vacan- cies lapsed
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1971	72.45	36.73	37.50	35.00	73.08	10.99	21.95	24.39	72.22	7.23	44.36	9.87	137.69	0.88	58.95	4.00
1972	79.7	10.5	33.9	14.5	100.00	18.5	49.1	30.2	44.7	4.9	42.8	10.8	135.3	1.8	71.4	4.5
1973	90.00	30.00	58.00	36.00	75.9	14.00	37.00	20.00	75.4	6.7	52.9	14.8	125.8	2.7	53.5	6.5
1974	75.00	11.2	25.6	24.4	86.3	14.2	26.8	23.2	93.5	10.6	53.8	17.0	125.2	1.2	53.3	5.7
1975	76.1	1.6	39.1	5.0	76.7	2.1	26.9	4.1	97.3	7.00	57.8	7.4	128.1	0.9	64.3	1.6
1976	75.0	3.7	43.5	3.2	66.71	2.4	27.4	5.6	99.8	2.7	65.1	5.4	117.4	0.5	113.0	0.6
1977	83.07	4.31	51.66	2.50	72.54	7.51	42.30	12.25	100.04	2.95	65.90	5.41	125.44	1.62	83.21	1.72
1978	55.14	3.36	26.06	4.58	75.28	4.27	40.85	7.32	66.45	2.35	42.62	3.88	121.41	1.64	74.74	1.71

## ANNEXURE IV

*Statement showing the Total Number of Employees and the Number of Scheduled Castes and Scheduled Tribes Employed among them in the Public Sector Banks as on 1-1-1981*

Sl. No.	Name of the Banks	Total No. of employees				No. of Scheduled Castes							No. of Scheduled Tribes						
		Officers	Clerks	Sub-Staff	Offi- cers	Per- cen- tage	Cle- rks	Per- cen- tage	Sub- staff	Per- cen- tage	Offi- cers	Per- cen- tage	Cle- rks	Per- cen- tage	Sub- staff	Per- cen- tage	Re- marks		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18		
NATIONALISED BANKS																			
1	Central Bank of India .	10496	16974	7581	109	1.04	1855	10.92	1038	13.25	25	0.24	386	2.27	165	2.10			
2	Bank of India . .	6498	18749	5844	466	7.18	2155	11.50	974	16.67	150	2.31	664	3.55	241	4.13			
3	Punjab National Bank .	7012	15263	6469	381	5.43	2124	13.8	1098	16.97	72	1.02	209	1.3	231	3.57			
4	Bank of Baroda . .	7285	15377	5877	377	5.17	1856	12.06	995	16.93	47	0.64	188	1.22	285	4.84			
5	Canara Bank . .	6278	18256	3919	105	1.67	2402	13.16	601	15.34	36	0.57	505	2.77	123	3.14			
6	United Commercial Bank	5660	12097	5480	170	3.00	945	7.8	994	18.1	31	0.6	123	1.01	114	2.1			
7	United Bank of India .	3628	8485	4307	81	2.20	1361	16.04	537	12.40	31	0.85	78	.90	64	1.45			
8	Dena Bank . . .	3131	6911	3024	101	3.22	828	11.96	688	22.42	28	0.89	213	3.08	212	7.01			
9	Syndicate Bank . .	6394	15904	3310	381	5.96	1730	10.88	814	24.59	50	0.78	531	3.34	200	6.04			
10	Union Bank of India .	6341	11823	3927	148	2.33	1762	14.90	997	20.30	17	0.27	147	1.24	82	2.09			
11	Allahabad Bank . .	2536	6445	3126	53	2.08	640	9.93	503	16.09	7	0.27	61	0.94	40	1.27			
12	Indian Bank . . .	3714	8411	2820	179	4.82	1026	12.20	806	28.58	50	1.35	82	0.98	123	4.36			
13	Bank of Maharashtra .	2664	6202	2384	167	6.28	939	15.12	423	17.74	35	1.3	124	1.99	113	4.74			
14	Indian Overseas Bank .	3859	10592	2512	208	5.36	2276	21.49	1065	42.40	57	1.48	207	1.95	80	3.10			
Total .		75,496	1,71,489	55,644	2926	3.88	21,897	12.77	11,333	20.37	636	0.84	3518	2.05	2073	3.74			

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
1	State of Bank of India	36979	77380	36791	797	2.2	10481	13.5	7397	20.1	186	0.51	2306	2.9	969	2.6	
2	State Bank of Bikaner and Jaipur	1833	4016	2022	44	2.56	764	15.86	189	8.85	1	0.06	Separate figures in r/o SC/ST is being collected				
							(SC & ST)						47	0.93	27	1.5	
3	State Bank of Hyderabad	2020	5030	1797	52	2.57	446	8.8	200	11.9	8	0.39					
4	State Bank of India	843	2223	908	11	1.30	323	14.57	117	13.17	5	9.59	72	3.24	69	7.57	
5	State Bank of Mysore	1284	4073	1223	37	2.88	358	8.79	136	11.12	8	0.62	98	2.40	37	3.25	
6	State Bank of Patiala	1240	3392	1312	57	4.6	513	15.12	206	15.07	4	0.32	11	0.32	20	1.52	
7	State Bank of Saurashtra	1038	2644	1065	60	5.78	334	12.63	131	12.30	6	0.57	64	2.42	20	1.88	
8	State Bank of Travancore	1603	3985	1586	41	2.6	432	10.8	361	22.8	4	0.25	20	0.5	50	3.1	
Total		46,938	1,92,743	46,704	1102	2.35	13,651	13.29	8717	18.66	222	0.47	2608	2.54	1238	2.65	
1	Reserve Bank of India	6395	17549	7287	254	3.97	1939	11.06	1305	17.9	41	0.64	913	5.2	337	4.62	
2	Ind. Dev. Bank of India	710	805	390	23	3.24	113	14.04	99	25.4	4	0.56	33	4.10	23	5.9	
3	Ind. Finance Corp. of India.	304	429	163	10	3.29	38	8.86	45	26.61	1	0.32	3	0.70	2	1.23	
4	Ind. Reconstruction Corp. of India.	76	55	36	5	6.6	7	12.7	8	22.2	1	1.3	—	—	1	2.8	
Total		7485	18838	7876	292	3.90	2097	11.13	1457	19.50	47	0.63	949	5.04	263	3.34	

# ANNEXURE V

Statement showing the Percentage of S.C./S.T. Officers/Clerks appointed against Direct Recruitment/Promotions as on 1-1-1981

Sl. No.	Name of the Banks	OFFICERS				CLERKS			
		Scheduled Castes		Scheduled Tribes		Scheduled Castes		Scheduled Tribes	
		Direct	Promotion	Direct	Promotion	Direct	Promotion	Direct	Promotion
1	2	3	4	5	6	7	8	9	10
1	Central Bank of India	2.12	4.51	—	0.97	27.78	10.75	3.43	0.88
2	Bank of India	4.14	15.9	1.43	7.2	11.50	—	3.55	—
3	Punjab National Bank	14.10	14.93	4.12	1.37	18.93	N.A.	2.10	N.A.
4	Bank of Baroda	0.03	19.00	0.03	4.13	6.32	7.97	0.86	1.45
5	Canara Bank	No information Supplied							
6	United Commercial Bank	9.00	11.4	1.5	1.6	10	17	1.22	1.3
7	United Bank of India	x	26.8	x	1.00	19.5	15.0	2.0	7.50
8	Dena Bank	16.66	—	6.66	—	27.5	15.0	2.75	7.5
9	Syndicate Bank	10.48	—	1.33	—	11.54	13.16	3.42	1.77
10	Union Bank of India	3.6	—	0.3	—	14.7	L	1.1	L
11	Allahabad Bank.	No information supplied							
12	Indian Bank	7.14	No promotion effected in '80.	1.79	No promotion effected in '80	21.70	10.96	1.98	1.37
13	Bank of Maharashtra	23.5	12.6	5	2	15.14	12.5	1.99	2.4
14	Indian Overseas Bank.	14.87	61.67	5.59	60	16.28	—	1.95	—
TOTAL									
1	State Bank of India	No information supplied							
2	State Bank of Indore	0.35	3.49	0.35	0.43	15.29	7.20	3.40	0.90
3	State Bank of Bikaner & Jaipur	—	—	—	—	15.86	4	—	—
4	State Bank of Hyderabad	—	2.57	—	0.39	—	8.8	—	0.93
5	State Bank of Mysore	16.8	—	3.7	—	12.1	1.79	3.0	1.07
6	State Bank of Patiala	—	1.32	—	—	15.12	5.56	0.32	—
7	State Bank of Saurashtra	10.76	5.44	1.53	0.51	12.63	—	0.42	x
8	State Bank of Travancore	4.1	3.1	0	0	18.3	—	1.3	L
TOTAL									
1	R.B.I.	17.78	6.95	10.07	1.44	13.72	12.69	0.84	4.26
2	Ind. Dev. Bank of India	9.23	2.00	3.07	—	13.8	7	2.7	2.3
3	Ind. Finance Corp. of India	10	12.5	Nil	Nil	2.77	Nil	0.93	Nil
4	Ind. Reconstruction Corp. of India.	6.6	—	1.3	—	12.7	—	—	—
TOTAL									

B—No promotion made.

x—Statewise Promotion.

L—No promotion as 6-3/4 direct recruitment.



## ANNEXURE VI

*Statement showing the Position Regarding the actual Representation of Scheduled Castes and Scheduled Tribes in Services and Posts as on 1-1-1981 in Central Government and in Different State Governments/Union Territory Administrations*

ACTUAL REPRESENTATION OF SCHEDULED CASTES AND SCHEDULED TRIBES IN POSTS AND SERVICES														
Sl. No.	Name of the State/U.T. Administration	Total No. of posts				Scheduled Castes				Scheduled Tribes				Year of reference
		Class I	Class II	Class III	Class IV	Class I	Class II	Class III	Class IV	Class I	Class II	Class III	Class IV	
1	Gujarat	Non-Tech.	1681	4022	209993	36515	184 (10.9)	259 (6.4)	21445 (10.2)	7320 (20.00)	77 (4.6)	183 (4.5)	19746 (9.4)	3943 (10.7)
		Tech.	1643	9824	42125	—	75 (4.6)	353 (3.6)	3968 (9.4)	—	56 (3.4)	121 (1.2)	1938 (4.6)	—
2	Haryana		1139	4725	125876	31905	52 (4.57)	149 (3.15)	12269 (9.75)	9638 (30.21)	—	—	—	No ST
														popula- tion 31-3-80
3	Himachal Pradesh		1537	2271	63487	11656	83 (5.40)	156 (6.87)	7405 (11.66)	2309 (19.81)	44 (2.87)	69 (3.04)	2130 (3.36)	630 (5.40)
4	Manipur		2432	1149	23584	12894	12 (0.49)	8 (0.55)	361 (1.53)	155 (1.20)	249 (10.24)	159 (11.66)	7696 (32.63)	2732 (21.19)
5	Sikkim		227	709	7881	3633	14 (6.17)	17 (2.40)	325 (4.12)	412 (11.34)	73 (32.16)	197 (27.79)	2128 (27.00)	1059 (29.15)
6	Tripura	Non-Tech.	146	1348	33357	10036	3 (2.05)	46 (3.41)	4307 (12.91)	806 (18.00)	—	78 (5.78)	2462 (7.38)	1533 (15.28)
		Tech.	281	992	9872	2745	7 (2.49)	37 (3.72)	995 (10.67)	447 (16.28)	8 (2.84)	30 (3.02)	583 (5.90)	349 (12.71)
7	Uttar Pradesh		6697	24483	437213	144100	325 (4.85)	1127 (4.60)	43645 (9.98)	25443 (17.65)	3 (0.04)	62 (0.25)	1124 (0.25)	1042 (0.72)
8	Pondicherry		78	275	9194	4599	3 (4.00)	38 (14.00)	565 (6.15)	586 (12.75)	—	—	24 (0.26)	35 (0.80)

**ANNEXURE VII**  
*Work done by the Employment Exchange for the year 1980*

Sl. No.	State/Union Territory	Number of Registration made		Placement effected		No. of reserved Notified		Vacancies filled up		Number of Register at the end of the year	
		SC	ST	SC	ST	SC	ST	SC	ST	SC	ST
1	2	3	4	5	6	7	8	9	10	11	12
<b>STATES</b>											
1	Andhra Pradesh.	37191	5886	3998	985	5865	2627	3063	844	162856	24933
2	Assam . . . . .	5262	9089	332	353	110	184	40	58	16593	19896
3	Bihar . . . . .	49232	53981	1607	6093	1146	2741	704	1949	158270	116910
4	Gujarat . . . . .	26425	18058	2634	1915	784	1243	255	427	64523	31227
5	Haryana . . . . .	43502	14	5535	7	7044	128	3082	7	65701	16
6	Himachal Pradesh . . . . .	14675	1793	1288	262	1066	323	323	134	25702	3102
7	Jammu & Kashmir . . . . .	2343	3	166	1	58	28	49	—	5611	2
8	Karnataka . . . . .	19111	2574	4135	909	6319	2060	3991	835	57686	6499
9	Kerala . . . . .	23170	1139	2559	138	1778	389	1070	108	116069	4681
10	Madhya Pradesh . . . . .	59199	47853	4616	5053	3500	5089	1477	2109	106443	75182
11	Maharashtra . . . . .	86525	18642	8540	2110	6626	5131	3174	1176	188741	37274
12	Manipur . . . . .	37	5020	—	67	39	173	—	8	850	22144
13	Meghalaya . . . . .	31	3710	12	202	17	132	5	101	119	5519
14	Nagaland . . . . .	3	1012	—	66	3	293	—	66	20	5064
15	Orissa . . . . .	18889	18437	2374	1548	1945	2208	1159	863	39190	36761
16	Punjab . . . . .	62256	8	4994	4	7033	221	3881	4	90064	5
17	Rajasthan . . . . .	27299	10767	2045	891	1230	581	578	264	47391	18745
18	Sikkim* . . . . .										
19	Tamil Nadu . . . . .	63334	1914	9551	301	5793	541	3396	158	178626	3983
20	Tripura . . . . .	329	467	70	98	13	66	4	—	4105	6198
21	Uttar Pradesh . . . . .	140103	1218	9329	217	3427	654	1838	185	236359	1932
22	West Bengal . . . . .	33342	7321	2517	486	1951	836	1099	264	183887	31243
<b>UNION TERRITORIES</b>											
1	Andaman & Nicobar Island . . . . .	—	18	—	4	—	1	—	6		40
2	Arunachal Pradesh* . . . . .										
3	Chandigarh . . . . .	6418	76	246	30	426	182	106	30	15462	142
4	Dadra & Nagar Haveli* . . . . .										
5	Delhi . . . . .	16097	611	1183	251	2998	2031	1050	239	47660	970
6	Goa . . . . .	242	5	24	1	123	260	24		764	6
7	Lakshadweep . . . . .	—	757		88	—	28	—	69	7	4037
8	Mizoram . . . . .	—	2904	—	142	—	2	—	591	—	19167
9	Pondicherry . . . . .	453	14	42	—	204	83	43	9	2785	29
10	C.E.E. . . . .	—	—	—	—	1438	1081	198	109	—	—
<b>All India Total . . . . .</b>		<b>735469</b>	<b>213191</b>	<b>67797</b>	<b>22222</b>	<b>60936</b>	<b>29316</b>	<b>30619</b>	<b>10614</b>	<b>1815284</b>	<b>475707</b>

\* : Figures are not available.

# ANNEXURE VIII

Statement regarding Complaints/Representations on Service Matters from SCs/STs Received by the Commission for SCs & STs from April 1980 to March 1981

Sl. No.	Name of the States/ U.Ts.	Appointment		Promotion		Transfer		Miscellaneous		Total SC/ST Col. No. 3 to 10	Number of cases result- ing in desired relief	Number of cases rejected	No. of cases still pending
		SC	ST	SC	ST	SC	ST	SC	ST				
1	2	3	4	5	6	7	8	9	10	11	12	13	14
<b>STATES</b>													
1	Andhra Pradesh	1	1	10	—	—	—	4	—	16	2	6	8
2	Assam	—	3	—	1	—	—	2	—	6	1	—	5
3	Bihar	18	2	22	5	3	2	22	7	81	2	9	70
4	Gujarat	—	—	4	—	2	—	3	—	9	2	—	7
5	Haryana	3	—	2	—	1	—	3	—	9	—	2	7
6	Himachal Pradesh	2	—	2	—	1	—	—	1	6	—	2	4
7	Jammu & Kashmir	—	—	1	—	1	—	1	—	3	—	—	3
8	Karnataka	—	1	5	—	1	—	6	—	13	4	2	10
9	Kerala	2	—	—	—	—	—	2	—	4	—	1	3
10	Madhya Pradesh	1	1	13	1	5	—	13	—	34	4	8	22
11	Maharashtra	3	—	8	—	5	—	11	—	27	4	4	19
12	Manipur	—	—	—	1	—	—	—	1	2	—	—	2
13	Meghalaya	—	1	—	—	—	—	—	2	3	—	—	3
14	Nagaland	—	2	—	—	—	—	—	—	—	—	—	2
15	Orissa	1	—	1	2	2	—	4	—	10	1	1	8
16	Punjab	2	—	3	—	1	—	2	—	8	—	1	7
17	Rajasthan	6	1	6	1	4	—	14	—	32	5	5	22
18	Sikkim	—	—	—	—	—	—	—	—	1	—	—	1
19	Tamil Nadu	—	—	2	—	—	—	10	—	12	—	—	12
20	Tripura	1	—	1	—	—	—	—	—	2	—	—	2
21	Uttar Pradesh	13	—	19	1	6	—	25	3	67	2	11	54
22	West Bengal	5	1	10	3	2	—	10	—	31	—	2	20
<b>UNION TERRITORIES</b>													
1	A. Nicobar Islands	—	—	—	—	—	—	—	—	—	—	—	—
2	Arunachal Pradesh	—	—	—	—	—	—	—	1	1	—	—	1
3	Chandigarh	1	—	2	—	1	—	7	—	11	—	—	11
4	Dadra, Nagar Haveli	1	—	2	—	—	—	—	—	3	—	—	3
5	Delhi	38	3	23	1	4	1	39	1	110	6	22	82
6	Goa, Daman & Diu	1	—	—	1	—	—	1	1	4	—	—	4
7	Lakshdweep	—	—	—	—	—	—	2	—	2	—	—	2
8	Mizoram	—	1	—	—	—	—	—	—	1	—	—	1
9	Pondicherry	—	—	—	—	—	—	2	—	2	—	—	2
<b>GRAND TOTAL</b>		<b>99</b>	<b>18</b>	<b>136</b>	<b>17</b>	<b>39</b>	<b>3</b>	<b>183</b>	<b>17</b>	<b>512</b>	<b>30</b>	<b>76</b>	<b>406</b>

# ANNEXURE IX

*Statement Showing the Total Number of Complaints/Representations Received Directly by the Field Offices of the Commission for Scheduled Castes and Scheduled Tribes on Service Matters (From April 1980 to March, 1981)*

Sl. No.	Name of the office	State/U.T.	Total Number of cases received		Total Number of cases received	Total Number of cases taken up with the concerned authorities		Disposal of cases referred			Remarks
			Sch. Castes	Sch. Tribes		Sch. Castes	Sch. Tribes	No. of cases result- ed in re- desir- ed re- lief	No. of cases re- jected	No. of cases still pend- ing	
1	2	3	4	5	6	7	8	9	10	11	12
1	Director for Scheduled Castes & Scheduled Tribes, Madras.	Tamil Nadu & Pondicherry.	80	2	02	41	2	2	21	20	Cases sent to con- cerned authori- ties for necessary action.
2	Director for Scheduled Castes & Scheduled Tribes, Shillong.	Assam, Megha- laya, Tripura & Arunachal.	23	13	36	21	13	5	11	18	Reply awaited from concerned autho- rities.
3	Director for Scheduled Castes & Scheduled Tribes, Hyderabad.	Andhra Pradesh	83	21	104	83	21	31	8	65	Replies are pend- ing with authori- ties concerned.
4	Director for Scheduled Castes & Scheduled Tribes, Bangalore.	Karnataka	35	—	35	35	—	—	5	30	Cases pending with the concerned au- thorities.
5	Director for Scheduled Castes & Scheduled Tribes, Jaipur.	Rajasthan	29	3	32	29	3	3	7	22	
6	Director for Scheduled Castes & Scheduled Tribes, Patna.	Bihar	148	11	159	148	11	5	10	144	Cases pending with concerned authorities.
7	Director for Scheduled Castes & Scheduled Tribes, Bhubaneswar.	Orissa	104	35	139	104	35	20	29	90	Replies awaited.
8	Deputy Director for Sched- uled Castes & Scheduled Tribes, Chandigarh.	Punjab, Har- yana, Hima- chal Pradesh & Jammu & Kashmir.	40	—	40	40		2	7	31	Final reply not re- ceived from the concerned depart- ment.
9	Deputy Director for Sched- uled Castes & Scheduled Tribes, Simla.	Himachal Pra- desh & Jammu & Kashmir.	16	2	18	16	2	—	6	6	Reply awaited.
10	Director for Scheduled Castes & Scheduled Tribes, Ahmedabad.	Gujarat, Dadra & Nagar Ha- veli.	52	8	60	52	8	5	21	34	Reminders are be- ing issued regu- larly to the con- cerned autho- rities. Final rep- lies are still await- ed.
Total			610	95	705	569	95	79	125	450	

## CHAPTER X

### ERADICATION OF UNTOUCHABILITY

Educational and economic backwardness of the Scheduled Castes is the main reason behind the prevalence of untouchability and social discrimination in the country against the scheduled castes even after more than three decades of the framing of the *Constitution of India* which has abolished untouchability. The Constitution of India has cast upon the Government a special responsibility of promoting the educational and economic interest of the weaker sections of the society, particularly the scheduled castes and the scheduled tribes. The Government has to create an awareness among the people about the necessity for eradicating untouchability. The minds of the children who are the prospective citizens of the country have to be trained in the fundamental principles of equality, liberty and, above all, human dignity. Unless the scheduled castes population is completely integrated into the society by the ruthless uprooting of the parasite of untouchability, the progress of the nation will be lopsided. The efforts of the government have to be fortified with unre-served support of the entire nation in the task of eradicating untouchability. With this aim in mind the Commission has, in this chapter, endeavoured to review the position of untouchability in various parts of the country and the extent of the implementation of the provisions of the *Protection of Civil Rights Act, 1955* by the various States and U.Ts. The Commission has relied mainly on the information furnished by the Ministry of Home Affairs in their annual report on the working of Section 15A of the *PCR Act* for the year ending 1979. The Commission, however, regrets to observe that the required information was not furnished to it, inspite of more than one request, by the state governments excepting Andhra Pradesh ; Karnataka ; Manipur ; Meghalaya ; Nagaland ; Sikkim ; Tripura ; West Bengal ; Andaman & Nicobar Islands ; Arunachal Pradesh ; Dadra & Nagar Haveli ; Lakshadweep ; Goa, Daman & Diu ; and Mizoram. But for the first two of these 14 governments, others submitted 'nil' information.

#### *Distribution of Crimes under the Protection of Civil Rights Act during 1980*

The distribution of crimes under the *PCR Act* during 1980 has been shown in Annexure I. Comparative figures for the years 1978 and 1979 with the percentage increase and decrease have been shown in Annexure II. In the absence

of complete information from the states it would not be possible to have a correct picture of the situation regarding the incidence of untouchability in the country. From the Annexure II it would be seen that out of 16 States and U.Ts which had furnished information for 1978 and 1979, Maharashtra had registered the maximum number of cases (1604) under the *PCR Act* during 1979 as compared to 1283 cases in 1978, thereby showing an increase of 25.02%. The States of Karnataka and Gujarat had the next highest number, registering 550 cases and 506 cases respectively, as compared to 426 cases and 716 cases respectively of 1978. However, there was a perceptible decrease of 29.33% in Gujarat. Other states which had registered a considerable decline were Bihar (31.37%), Himachal Pradesh (30%), Madhya Pradesh (27.13%), Rajasthan (19.05%). Variation in respect of other States seemed to be fortuitous only. There was a negligible and marginal increase of only 0.83% in the overall figures of cases under the *PCR Act* during 1979.

#### *Disposal of cases under the PCR Act during 1979*

It is seen from the figures contained in Annexure III that the number of cases pending with the police and court which were brought forward has gone up, and similarly at the close of the year 1979 the number of pending cases with the police and the court has gone up. The percentage of pending cases with the police has increased by 86.52% and those with the courts by 6.91%. As compared to cases chargesheeted in 1978 the number of cases submitted for trial during 1979 has gone down by 307 cases although the disposal of cases by the courts during 1979 was higher as compared to the cases disposed of during 1978. The States of Maharashtra, Karnataka and Orissa must take special steps to ensure the speedy disposal of cases with the police. Again in these States and in the States of Rajasthan and Gujarat, the number of cases pending disposal with the court has increased considerably and therefore steps are required to be taken to ensure their speedy disposal by the courts.

#### *Disposal of PCR Act Cases at the police level (1979)*

The disposal of *PCR Act* cases at the police level by various states and union territories has been shown in Annexure IV. It will be

seen that the number and percentage of cases which are closed by the police without submitting chargesheet has gone up in the states of Bihar, Himachal Pradesh, Rajasthan, Tamilnadu, Uttar Pradesh and the Union Territories of Delhi and Pondicherry. The percentage of increase in these States and the U.Ts is ranging from 20.67% to 33.36%. This has to be carefully scrutinised by the concerned states and union territories to ensure that the grounds for not submitting chargesheets are genuine and not flimsy. Cases which do not end in chargesheet should be scrutinised by the superior police officers to see whether these cases had been investigated properly and if an improper investigation has been done, whether there is a scope for collection of further evidence in which case fresh investigation should be ordered. It may further be ensured that the officers who are entrusted with the investigation of *PCR Act* case are honest, sincere, impartial and above any caste or community bias. Once such cases are reported, an all-out effort should be made to collect sufficient evidence to prosecute the accused. Offences under the *PCR Act* are no longer compoundable by the court consequent upon the amendment of 1976 in the *Act* and there is no scope to get the matter patched up under pressure or allurement. The commission recommends that during their visit to the police stations all the superior police officers carefully examine such cases to satisfy themselves about the quality of investigation and issue suitable instructions to the subordinate officers. Where any wilful negligence in the investigation is noticed, the defaulting officer, with the sanction of the government, should be prosecuted under Section 10 of the *PCR Act*, 1955.

#### *Disposal of cases under PCR Act 1955 by the courts during 1979*

Annexure V—VIII show that 8247 cases under the *PCR Act* were pending trial in various courts of the country in the beginning of 1979. Out of these, 2675 cases were decided by the courts at the end of the year and 5572 cases were still under trial. This shows that percentage of decided cases to that of chargesheeted was only 32.43% and if this trend continues the remaining 67% cases will continue to pile up every year. Unless the number of courts is increased, the pendency of cases with the courts will increase. The Commission, therefore, recommends that, for ensuring prompt justice, the state governments, particularly those whose number of pending cases is high, set up special courts. These states are Gujarat (653), Karnataka (529), Madhya Pradesh (710), Maharashtra (1878), Tamilnadu (686), Uttar Pradesh (334) and Rajasthan (224). It is surprising that in Bihar, Punjab and Goa, Daman and Diu, Haryana, no case was disposed of during 1979. The state governments should make the courts conscious of their special responsibility.

The overall percentage of convicted cases to that of decided cases for the entire country is only 22%. This calls for a critical examination of the quality of investigation, the interest taken in punishing the accused, the seriousness attached to these cases by the courts and other relevant factors. Keeping in view this large percentage of acquittals, it is necessary that the cases are decided promptly by courts, so that chances of winning over of the witnesses and coercing the complainant or the aggrieved to any unwritten compromise are eliminated.

#### *Progress of implementation of section 15A of the PCR Act 1955*

Section 15A(1) of the *PCR Act* provides that subject to such rules as the central government may make in this behalf, the state governments shall take such measures as may be necessary for ensuring that the rights arising out of the abolition of untouchability are made available to, and are availed of by, the persons subjected to any disability arising out of untouchability. The measures specified in that section and their implementation are discussed below :

##### *(1) Provision of adequate facilities including legal aid*

**Karnataka**—Karnataka has set up a Legal Aid and Advisory Board according to which the persons whose annual income is less than Rs. 5,000 and who are involved in any criminal or civil cases are eligible to get free legal aid. The state has also appointed advocates as legal advisers to render free legal aid to persons belonging to scheduled castes and scheduled tribes. During 1980, the State Legal Aid Board has rendered free legal aid to 1778 cases in all.

**West Bengal**—A scheme is reportedly being introduced for giving legal aid to defend the rights provided under the *PCR Act*. The details of the scheme have not been conveyed to the Commission.

**Himachal Pradesh**—The state has framed Himachal Pradesh State Legal Aid to the Poor Rules 1980 under which people whose income does not exceed Rs. 300 per month are eligible to free legal aid. According to these rules, no legal aid or advice shall be granted to a person alleged to have committed an offence under the *PCR Act*. The members of the Scheduled Castes and Scheduled Tribes have been associated in all the Legal Aid Committees of the Boards and the Board itself.

**Dadra, Nagar and Haveli**—Adequate facilities have been provided to the SCs to protect their rights under the *PCR Act*.

**Punjab**—The matter is still under consideration of the government.

As the problem of untouchability does not exist, Andaman & Nicobar Island, Lakshadweep, Manipur, Nagaland, Meghalaya, Mizoram, Sikkim, and Tripura have submitted 'nil' reports.

In the second report of the Commission, position about other states has been shown. Since then, no information showing the latest position in respect of those states has reached the Commission.

The Commission is of the view that, in respect of *PCR Act* cases free legal aid should be provided to the Scheduled Castes without any financial limit on their income. Besides, the governments concerned should compensate all the loss on the days of hearing as per minimum wages schedule of the state government and should meet the cost of travelling by the cheapest mode for journey to the place of hearing and back. The power to sanction legal aid should be delegated to the sub-divisional magistrates. The Commission further recommends that a panel of competent lawyers preferably belonging to Scheduled Castes should be formed in each district to act as special prosecutors.

*(2) Appointment of officers for initiating or exercising supervision over prosecution*

**Andhra Pradesh**—The Chief Secretary who is the *ex-officio* Commissioner for SCs & STs has been made responsible for the implementation of the provisions of the *PCR Act, 1955*. Such functions are discharged by the district collector at the district level. A Cell which was established at the secretariat level earlier is now functioning under the administrative control of the Additional Inspector-General (Crime).

**Bihar**—An SC cell is functioning under the control of the Special Secretary, Home Department which gives directions to the district authorities and the police and also makes independent investigations on the complaints received in the cell.

**Gujarat**—An Inspector-General of Police has been assigned the task of supervision over the enforcement of the provisions of the *PCR Act, 1955*. The State Government has appointed officers at various levels for this purpose.

**Himachal Pradesh**—The State has appointed district magistrates or officers authorised by the district magistrates as supervisory officers for the purpose.

**Madhya Pradesh**—An SC welfare cell is functioning in the state police headquarters at Bhopal under a DIG of police with seven police stations, each headed by a DSP, for registering and investigating cases and for taking immediate action on the complaints of the scheduled castes.

**Maharashtra**—A special cell has been set up in the office of the Director, Social Welfare, Pune for effective implementation of the provisions of the Act. Such a special cell is also functioning in the office of the Inspector-General of Police headed by a DIG. Such cells have also been set up at six range offices.

**Orissa**—A special cell has been established in the crime branch at the state level to look after the cases.

**Rajasthan**—Special cells have been constituted in the police department at the state and district headquarters. The cases under the *PCR Act* have been declared as Special Report Cases.

**Tamilnadu**—A DIG of police has been made responsible for ensuring the implementation of *PCR Act*. Six mobile squads have been set up to tackle the problem of untouchability in six districts.

**Tripura**—Tripura has appointed sub-divisional officers and sub-deputy collectors for exercising supervision over the prosecution of cases under the Act.

**Uttar Pradesh**—A special inquiry cell under the direct supervision of IGP is operating at the state police headquarters. The IGP is assisted by two DIGs, two SPs and nine DSPs. All cases are directly investigated by this cell. All *PCR Act* cases have been classified as Special Report Cases.

**Delhi**—A special cell of officers of the criminal investigation department is investigating complaints under the *PCR Act*.

**Goa, Daman and Diu**—A special cell headed by the Collector-cum-Secretary has been set up for exercising supervision over the cases under the *PCR Act*.

**Other States**—Latest position about other States is not known.

In the absence of any uniform rules framed by the Central Government as contemplated in Section 15A(1) of the Act, States & UTs have adopted varying policies towards the implementation of the Act. Some of them have not taken any action at all. The Commission, therefore, would like to suggest that the central government undertakes framing of rules as soon as possible, so that a uniformity of standard is adopted by all the State Governments and Union Territories in enforcing the provisions of the Act.

*(3) Setting up of special courts for trial of offences under the PCR Act*

In order to ensure speedy justice and prompt redressal of grievances of the victims of untouchability, the state governments and the union territories have to take immediate steps for setting up of special courts. In a letter on the 10th March, 1980 to all the governors and chief ministers of states and union territories, the MHA pointed out that one specific measure that can help in securing quick trial and ensuring punishment to offenders with deterrent, rapidity is to set up special courts to try crimes under the *Indian Penal Code and the Protection of Civil Rights Act*.

The number of special courts set up by the states are four in Bihar, five in Andhra Pradesh, three in Rajasthan, and four in Tamilnadu. Some of the states do not have any necessity of setting up such courts in view of the paucity of *PCR Act* cases, but the point can be hardly over emphasised in respect of the rest. The victims of untouchability cannot afford a long waiting in the court because of the lack of resources, poor economic condition and socially degraded position. The Commission therefore recommends that all the states in which the pendency of cases in court is over a month must set up special courts without further delay.

The *Protection of Civil Rights Act 1955* as amended in 1976 has made its offences non-compoundable. But some instances have come to the notice of the Commission in which certain courts have allowed the offences to be compounded. For instance, in Himachal Pradesh, during 1978 three cases were compounded. Similarly in Gujarat in the year 1977, 43 cases were compounded, in 1978, 16 cases were compounded, and in 1979 and 1980, six cases each were compounded. In Maharashtra 125 cases out of 1604 were compounded in 1979. Such instances of contravention of the provisions of the *Act* calls for immediate attention of the higher judicial and prosecution authorities. Needless to say that further instructions by the Ministry of Law to all the State Governments and Union Territories will be helpful in this respect.

*(4) Setting up of Committees for assisting the State Governments in formulating or implementing measures introduced u/s 15A of the Act*

A state level committee for implementation of the provisions of the *PCR Act, 1955* is functioning in Andhra Pradesh, with the principal secretary, social welfare, as convener to make recommendations to the government. In Gujarat, a committee under the chairmanship of the Chief Minister has been formed. In Karnataka, under the chairmanship of the minister for social welfare and backward classes, a high power committee has been set up as a 'watch-dog'. In Madhya Pradesh, state level and district level committees have been formed. In Maharashtra, there is a committee under the chairmanship of the social welfare minister, with the Inspector General of Police, Secretary, Home Department, Secretary, Rural Development and Secretary, Social Welfare Department as members. A cell under the chairmanship of the chief minister has been constituted in Haryana. In Tripura a Harijan Advisory Committee has been set up. This committee is functioning under the chairmanship of the chief minister. A committee has been established in the state of Uttar Pradesh, under the chairmanship of the minister for state incharge of scheduled castes and tribes welfare department. In Goa, Daman and Diu two committees are functioning, one under

the chairmanship of the chief minister and the other under the chairmanship of the chief secretary.

In order to ensure proper implementation it is necessary for the state governments and union territories, which are having the problem of untouchability but have not set up any committee for the purpose, to have a committee at all appropriate levels.

*(5) Periodic survey of the working of the provisions of the Act, with a view to suggesting measures for better implementation of the provisions of the Act*

Maharashtra undertook such a survey in 1979 and brought out useful results for better implementation of the provisions of the *Act*. In Assam, the Tribal Cultural Research Institute has been advised to conduct surveys to ascertain the extent of the practice of untouchability. In Gujarat, a cell in the directorate of social welfare has undertaken a survey in some villages. The volunteers of Harijan Sevak Sangh have also undertaken such surveys with the assistance of the State Government. In Madhya Pradesh, a cell was established in 1979 to conduct such surveys. West Bengal has advised one of its directors in the Scheduled Castes and Tribes Welfare Department to conduct surveys to ascertain the extent of prevalence of untouchability.

Periodical survey by the state governments and union territories is very important in order to bring about an improvement in the implementation of the provisions of the *Act*. The Commission would therefore recommend that all the other states and union territories which have got the problem of untouchability should immediately undertake such periodical surveys.

*(6) Identification of the affected areas and adoption of remedial measures*

Karnataka has identified Bangalore, Kolar, Mysore, Mandya, Tumkur, Gulbarga and Bijapur districts as areas in which the problem of untouchability is acute. Gujarat has identified the districts of Ahmedabad Rural, Mehsana, Sabarkanta and Surendranagar as such areas. In Kerala, the interior areas of Kasargod and Hosdurg talukas are problematic. Maharashtra has identified 537 sensitive villages. In Orissa the prevalence of untouchability is sporadic in nature and is not confined to any particular area. In Uttar Pradesh a monitoring research, survey and evaluation cell has been established to carry out research and identify the areas where untouchability is practised and to suggest remedial measures to the government. In West Bengal, a state committee has been entrusted with the work of identifying untouchability prone areas though the problem is very meagre in the state. Madhya Pradesh has identified districts of Morena, Ratlam, Ujjain, Sagar, Jabalpur, Bilaspur and Raipur as sensitive areas.



Some of the states have intimated that the problem of untouchability is either non-existent or it is sporadic in nature and therefore no particular area can be identified.

The Commission recommends that the rest of the states must take prompt action to identify untouchability-prone areas.

*Strengthening of the machinery for the administration of PCR Act, 1955*

Under the centrally sponsored schemes for the grant of financial aid to the state governments for strengthening the machinery for the administration of *PCR Act, 1955*, the Government of

India has allocated funds to various states during the last three years as per table given below. It will be seen from this table that the grant-in-aid during 1977-78 was to the tune of 15 lakhs of rupees, during 1978-79 it increased to Rs. 44,69,760 and during 1979-80 this fell to Rs. 35,83,366. Again during the year 1980-81, this grant was increased to Rs. 1,67,97,566. This indicates that the states have started paying increasing attention towards the problem of elimination of untouchability and they are pre-paying comprehensive schemes for the purpose for which they have availed themselves of the matching grant from the Government of India.

States	1977-78 (in rupees)	1978-79 (in rupees)	1979-80 (in rupees)	1980-81 (in rupees)
Andhra Pradesh . . . . .	1,02,00	4,00,000	8,01,000	7,69,596
Assam . . . . .	—	—	50,000	—
Bihar . . . . .	—	5,00,000	3,00,000	69,28,062
Gujarat . . . . .	1,60,000	3,50,000	6,79,200	27,58,163
Himachal Pradesh . . . . .	—	—	—	10,000
Karnataka . . . . .	8,10,000	5,00,000	—	3,88,354
Kerala . . . . .	—	3,50,000	1,36,000	—
Madhya Pradesh . . . . .	—	1,64,000	1,03,000	3,36,930
Maharashtra . . . . .	88,000	5,05,760	3,20,000	3,14,000
Orissa . . . . .	—	5,00,000	2,25,000	9,75,000
Rajasthan . . . . .	—	—	50,000	11,66,666
Tamilnadu . . . . .	3,40,000	4,00,000	—	9,52,000
Uttar Pradesh . . . . .	—	8,00,000	4,80,000	21,98,795
West Bengal . . . . .	—	—	4,39,166	—
<b>Total . . . . .</b>	<b>15,00,000</b>	<b>44,69,760</b>	<b>35,83,366</b>	<b>1,67,97,566</b>

*Role of voluntary organisations*

In addition to the involvement of official state machinery in the task of eradication of untouchability, a few voluntary organisations like Harijan Sevak Sangh, Delhi, Bharatiya Depressed Classes League, New Delhi and Iswar Saran Ashram, Allahabad deserve mention. The Government of India has sanctioned grants-in-aid to these voluntary organisations. The Harijan Sevak Sangh, Delhi was sanctioned a sum of Rs. 17,00,089 and the BDCL, New Delhi and Iswar Saran Ashram, Allahabad were sanctioned Rs. 1,76,535 and Rs. 99,518 respectively. These organisations arranged cultural functions based on the life and teachings of great saints and organised SC youth training camps. Good-will conferences,

community dinners, public meetings, social gatherings and village clearing operations were also held. Their programmes included throwing open the wells, temples and hostels to the SCs.

*Measures taken by the Central Government*

The Government of India issued directions to the states and the central ministries for giving top priority to the development of the SCs. Special component plans were also desired to be improved upon. Elimination of scavenging in selected areas was a new measure for the eradication of untouchability. The Ministry of Home Affairs has released a matching grant of Rs. 63 lakhs to Bihar for implementing the scheme of elimination of scavenging in the

towns of Biharsharif and Purnea in 1980-81. Agartala, the capital of Tripura, is the next unit to be adopted under the above scheme.

*Publicity campaign during 1980 (Ministry of Information & Broadcasting)*

(a) The Ministry of Information and Broadcasting have meaningfully exploited the mass media for conveying to the people the need for eradication of the evil of untouchability. As per information supplied by them, during the year 1980-81 (upto August 1981) as many as 3,773 radio programmes on the subject were broadcast in various forms.

(b) The television wing of the Information and Broadcasting Ministry had also arranged various programmes. All the centres of television keep close liaison with social welfare agencies and departments of the states and central governments for chalking out suitable programmes.

(c) The Directorate of Advertising and Visual Publicity (DAVP) used various media such as exhibitions, posters, press advertisements, broadcastings and wall paintings to create a necessary climate for the eradication of untouchability.

(d) The Directorate of field Publicity operates at the grass root level to project the message. The crowd points during fair and festivals were utilised for this purpose.

(e) Song and Drama Division utilised the live entertainment media to make the masses aware of the problem. During 1980-81, 17,263 programmes were reportedly undertaken.

(f) Publication Division highlighted the message of eradication of untouchability through some of its publications.

(g) Films Division produced two documentations under the title "Belchi to Narainpur" and "They call me chamar". A film, "Eradication of untouchability", was under production.

*Representations regarding practice of untouchability received in the Commission*

During 1980-81, the Commission received 29 representations regarding practice of untouchability from various states. Most of the representations related to the practice of untouchability in the form of insulting behaviour by the caste Hindus who called the scheduled caste representationists by their caste names and discriminated against them. Two representations were regarding the obstruction against the use of a common well. One case was for not allowing scheduled caste students to dine in the common mess of the college. The Commission has initiated action on these representations and the final replies are awaited from the authorities concerned.

The statistics in annexure II-VIII are based on the figures collected from the annual report of the MHA of the year 1979. Some of the figures of the MHA report show some discrepancy, but, in the absence of any other authentic figures with us, no attempt has been made to rectify these.

## ANNEXURE I

### *Disposal of Cases under PCR Act, 1955 during 1979 and 1980 by the Police*

Name of the State/ UT	Number of cases registered including those brought forward from the previous year		Number of cases not chargesheeted during the year and their percentage		Number of cases chargesheeted during the year and their percentage		Number of cases pending investigation and their percentage	
	1979	1980	1979	1980	1979	1980	1979	1980
1	2		3		4		5	
Karnataka . . .	560	590	44(7.86)	108 (18.31)	414 (73.93)	366 (62.03)	102 (18.21)	116 (19.66)
Andhra Pradesh . .	171	185	25 (14.62)	26 (14.05)	129 (75.44)	113 (61.08)	17 (9.94)	48 (25.95)

Note : Information received from Manipur, Meghalaya, Nagaland, Sikkim, Tripura, West Bengal, Andaman & Nicobar Islands, Arunachal Pradesh, Dadra & Nagar Haveli, Lakshadweep, Goa, Daman and Diu and Mizoram was 'nil'.

# ANNEXURE II

## PCR Act Cases Registered in 1978 and 1979

Name of the State or UT.	Number of cases registered during		Percentage of increase or decrease
	1978	1979	
Andhra Pradesh	151	144	-4.63
Bihar	51	35	-31.37
Gujarat	716	506	-29.33
Haryana	5	3	-40.00
Jammu & Kashmir	3	3	—
Himachal Pradesh	30	18	-30.00
Karnataka	426	550	+29.10
Kerala	47	46	-2.12
Madhya Pradesh	398	290	-27.13
Maharashtra	1283	1604	+25.02
Orissa	106	122	+15.09
Rajasthan	68	136	+99.00
Uttar Pradesh	287	251	-12.54
Delhi	15	10	-33.33
Goa, Daman & Diu	2	3	+50.00
Pondicherry	34	32	-5.88
Total	3722	3753	8.83

# ANNEXURE III

## State or UT-wise Disposal of Cases under PCR Act, 1955 in 1979

Name of the State or UT	Number of pending cases brought forward by		Number of fresh cases	Total of columns 2, 3 & 4	Number of cases closed by the police after investigation but without charge-sheeting	Number of cases charge-sheeted	Number of cases disposed of by court	Number of cases pending with	
	Police	Court						Police	Court
1	2	3	4	5	6	7	8	9	10
Andhra Pradesh	27	108	144	279	25	129	89	17	148
Assam	2	—	—	2	—	—	—	2	—
Bihar	40	64	35	139	17	33	—	25	97
Gujarat	53	840	506	1399	68	459	646	32	653
Haryana	3	5	3	11	1	5	—	—	10
Jammu & Kashmir	—	6	3	9	—	3	3	—	6
Himachal Pradesh	3	21	18	42	6	10	9	5	22
Karnataka	10	274	550	834	44	414	159	102	529
Kerala	15	46	46	107	11	45	28	5	63
Madhya Pradesh	29	636	290	955	24	271	197	24	710
Maharashtra	9	1667	1604	3380	302	858	647	453	1878
Manipur	—	—	—	—	Nil	—	—	—	—
Meghalaya	—	—	—	—	Nil	—	—	—	—
Nagaland	—	—	—	—	Nil	—	—	—	—
Orissa	29	117	122	268	24	65	3	62	179
Punjab	—	4	—	4	—	—	—	—	4
Rajasthan	13	223	136	372	43	101	100	5	224
Tamilnadu	93	499	1157	1749	251	888	701	111	686
Tripura	—	—	—	—	Nil	—	—	—	—
Uttar Pradesh	58	273	251	582	102	133	72	74	334
West Bengal	—	—	—	—	Nil	—	—	—	—
Andaman & Nicobar Islands	—	—	—	—	Nil	—	—	—	—
Arunachal Pradesh	—	—	—	—	Nil	—	—	—	—
Chandigarh	—	—	1	1	—	—	—	1	—
Dadra & Nagar Haveli	—	—	—	—	Nil	—	—	—	—
Delhi	11	6	10	27	5	8	1	8	13

1	2	3	4	5	6	7	8	9	10
Goa, Daman & Diu	—	3	3	6	1	2	—	—	5
Lakshadweep . . .	—	—	—	—	Nil	—	—	—	—
Mizoram . . . . .	—	—	—	—	Nil	—	—	—	—
Pondicherry . . . .	1	11	32	44	12	20	20	1	11
TOTAL FOR 1979.	396	4803	4911	10110	936	3444	2675	927	5572
TOTAL FOR 1978.	247	3953	4729	8929	727	3751	2492	497	5212
Increase or decrease over 1978 . . . . .	(+)149	(+)850	(+)182	(+)1181	(+)209	(—)307	(+)183	(+)430	(+)360
% of increase or decrease over 1978 . . . . .	60.32	21.50	3.85		28.75	(—)8.18	7.84	86.52	6.91

# ANNEXURE IV

## Disposal of PCR Act Cases by the Police in 1979

Name of the State or UT	Number and percentage of cases			
	registered and those brought forward from previous years	not charge-sheeted after investigation during the year	chargesheeted during the year	pending investigation
1	2	3	4	5
Andhra Pradesh.	171(100%)	25(14.62)	129(75.44)	17 (9.94)
Assam . . . . .	2(100%)	—	—	2(100%)
Bihar . . . . .	75(100%)	17(22.67)	33(44.00)	25(33.33)
Gujarat . . . . .	559(100%)	68(12.16)	459(82.11)	32 (5.73)
Haryana . . . . .	6(100%)	1(16.67)	5(83.33)	—
Jammu & Kashmir . . . . .	3(100%)	—	3(100%)	—
Himachal Pradesh . . . . .	21(100%)	6(28.57)	10(47.62)	5(23.81)
Karnataka . . . . .	560(100%)	44( 7.86)	414(73.93)	102(18.21)
Kerala . . . . .	61(100%)	11(18.03)	45(73.77)	5 (8.20)
Madhya Pradesh . . . . .	319(100%)	24 (7.52)	271(84.96)	24 (7.52)
Maharashtra . . . . .	1613(100%)	302(18.72)	858(53.19)	453(28.09)
Orissa . . . . .	151(100%)	24(15.89)	65(43.05)	62(41.06)
Punjab . . . . .	—	—	—	—
Rajasthan . . . . .	149(100%)	43(28.86)	101(67.79)	5 (3.35)
Tamilnadu . . . . .	1250(100%)	251(20.08)	888(71.04)	111 (8.88)
Uttar Pradesh . . . . .	309(100%)	102(33.01)	133(43.04)	74(23.95)
Chandigarh . . . . .	1(100%)	—	—	1(100%)
Delhi . . . . .	21(100%)	5(23.81)	8(38.10)	8(38.10)
Goa, Daman & Diu . . . . .	3(100%)	1(33.33)	2(66.67)	—
Pondicherry . . . . .	33(100%)	12(36.36)	20(60.61)	1(3.03)
Total . . . . .	5307(100%)	936(17.64)	3444(64.89)	927(17.47)

# ANNEXURE V

## *Disposal of cases under the PCR Act, 1955 by Courts in 1979*

Name of the State or UT	Number of cases pending including those filed during the previous years	Number of cases decided	Number of cases ending in		Number of cases pending
			conviction	acquittal	
1	2	3	4	5	6
Andhra Pradesh . . . . .	237	89	17	72	148
Assam . . . . .	—	—	—	—	—
Bihar . . . . .	97	—	—	—	97
Gujarat . . . . .	1299	646	16	630	653
Haryana . . . . .	10	—	—	—	10
Jammu & Kashmir . . . . .	9	3	1	2	6
Himachal Pradesh . . . . .	31	9	3	6	22
Karnataka . . . . .	688	159	53	106	529
Kerala . . . . .	91	28	15	13	63
Madhya Pradesh . . . . .	907	197	110	87	710
Maharashtra . . . . .	2525	647	156	491	1878
Manipur . . . . .	—	—	—	—	—
Meghalaya . . . . .	—	—	—	—	—
Nagaland . . . . .	—	—	—	—	—
Orissa . . . . .	182	3	—	3	179
Punjab . . . . .	4	—	—	—	4
Rajasthan . . . . .	324	100	48	52	224
Tamilnadu . . . . .	1387	701	170	531	686
Tripura . . . . .	—	—	—	—	—
Uttar Pradesh . . . . .	406	72	22	50	334
West Bengal . . . . .	—	—	—	—	—
Andaman & Nicobar Islands . . . . .	—	—	—	—	—
Arunachal Pradesh . . . . .	—	—	—	—	—
Chandigarh . . . . .	—	—	—	—	—
Chandigarh & Nagar Haveli . . . . .	—	—	—	—	—
Delhi . . . . .	14	1	—	1	13
Goa, Daman & Diu . . . . .	5	—	—	—	5
Pondicherry . . . . .	31	20	2	18	11
Total . . . . .	8247	2675	2062		



# ANNEXURE VI

## *Cases under the PCR Act, Disposed of by the Courts in 1979*

Name of the State/UT	Number of cases charge-sheeted including those brought forward from previous year	Number of cases decided	% of cases decided to total cases in column 2	Number of cases ending in conviction	% of conviction to the total cases decided in column 3	Number of cases ending in acquittal	% of acquittal to the total cases decided in column 3
1	2	3	4	5	6	7	8
Andhra Pradesh.	237	89	37.55	11	19.10	72	80.90
Bihar	97	—	—	—	—	—	—
Gujarat	1299	646	49.73	16	2.47	630	97.53
Haryana	10	—	—	—	—	—	—
Jammu & Kashmir	9	3	33.33	1	33.33	2	66.67
Himachal Pradesh	31	9	29.03	3	33.33	6	66.67
Karnataka	688	159	23.11	53	33.33	106	66.67
Kerala	91	28	30.77	15	53.57	13	46.43
Madhya Pradesh	907	197	21.72	110	55.84	87	44.16
Maharashtra	2525	647	25.62	156	24.11	491	75.89
Orissa	182	3	1.65	—	—	3	100.00
Punjab	4	—	—	—	—	—	—
Rajasthan	324	100	30.86	48	48.00	52	52.00
Tamilnadu	1387	701	53.63	170	24.25	531	75.75
Uttar Pradesh	406	72	17.73	22	30.55	50	69.45
Delhi	14	1	7.14	—	—	1	100.00
Goa, Daman & Diu	5	—	—	—	—	—	—
Pondicherry	31	20	64.52	2	10.00	1	90.00

# ANNEXURE VII

## Disposal of Cases in Court in 1979

Name of the State or UT	Cases pending in court including those filed in previous years	Cases disposed of	Cases pending with court
1	2	3	4
Andhra Pradesh . . . . .	237	89 (37.55)	148 (62.45)
Bihar . . . . .	97	—	97 (100%)
Gujarat . . . . .	1299	646 (49.73)	653 (50.27)
Haryana . . . . .	10	—	10 (100%)
Jammu & Kashmir . . . . .	9	3 (33.33)	6 (66.67)
Himachal Pradesh . . . . .	31	9 (29.03)	22 (70.97)
Karnataka . . . . .	688	159 (23.11)	529 (76.89)
Kerala . . . . .	91	28 (30.77)	63 (69.23)
Madhya Pradesh . . . . .	907	19 (2.12)	888 (97.88)
Maharashtra . . . . .	2525	647 (25.62)	1878 (74.38)
Orissa . . . . .	182	3 (1.65)	179 (98.35)
Punjab . . . . .	4	—	4 (100%)
Rajasthan . . . . .	324	100 (30.85)	224 (69.14)
Tamilnadu . . . . .	1387	701 (50.54)	686 (49.46)
Uttar Pradesh . . . . .	406	72 (17.73)	334 (82.27)
Delhi . . . . .	14	1 (7.14)	13 (92.86)
Goa, Daman & Diu . . . . .	5	—	5 (100%)
Pondicherry . . . . .	31	20 (64.52)	11 (35.48)
Total . . . . .	8247	2675 (32.44)	5572 (67.56)

# ANNEXURE VIII

## Comparative Figures of Disposal of Cases under the PGR Act, 1955

Level of disposal	Overall percentage for the country	State or Union Territories	
		Whose performance is below the national percentage	whose performance is above the national percentage
1	2	3	4
Cases pending with the police	17.47	Assam (100%), Chandigarh (100%), Orissa (41.06), Delhi (38.10), Bihar (33.33), Maharashtra (28.09), Uttar Pradesh (23.95), Himachal Pradesh (23.81) and Karnataka (18.21).	Pondicherry (3.03), Rajasthan (3.35), Gujarat (5.73), Madhya Pradesh (75.3), Kerala (8.20), Tamil Nadu (8.88) and Andhra Pradesh (9.94).
Cases pending in chargesheet	64.80	Delhi (38.10), Uttar Pradesh (43%), Orissa (43.05), Bihar (44%), Himachal Pradesh (47.62), Maharashtra (53.19) and Pondicherry (60.61).	Jammu & Kashmir (100%), Madhya Pradesh (84.96), Haryana (83.33), Gujarat (82.11), Andhra Pradesh (75.44), Karnataka (73.93), Kerala (73.77), Tamilnadu (71.04), Rajasthan (67.79) and Goa, Daman and Diu (66.67).
Cases pending in court	67.56	Bihar (100%), Haryana (100%), Punjab (100%), Goa, Daman & Diu (100%), Orissa (98.35), Delhi (92.86), Uttar Pradesh (82.27), Madhya Pradesh (78.28), Karnataka (76.89), Maharashtra (74.38), Himachal Pradesh (70.97), Kerala (69.23), and Rajasthan (69.14).	Pondicherry (35.48), Tamilnadu (49.46) and Gujarat (50.27).

## CHAPTER XI

### ATROCITIES

Crimes against Scheduled Castes and Scheduled Tribes have been a cause for great concern for the country. These crimes, generally described as atrocities, include murder, rape, assault and violence resulting in grievous hurt, arson and other offences punishable under the *Indian Penal Code*. Instances where the members of scheduled castes and scheduled tribes have been assaulted, humiliated or debarred from voting at the time of their exercising the fundamental right of franchise have also been reported from some parts of the country.

Although the number of atrocity cases reported during 1979 and 1980 has indicated a downward trend, the gravity of the problem can be assessed from the serious nature of offences like gruesome multiple murder of SCs and STs, rape of their women, arson, and other criminal activities resulting in the loss of property and physical incapacitation reported during these years. The malady of these tragic instances appears to be deep-rooted and drastic steps are necessary for its eradication.

The National Integration Division (NID) of the Ministry of Home Affairs was entrusted with the collection of statistical data on the number of atrocities committed on the SCs and STs. but from March, 1980 the work relating to atrocities on scheduled castes is being handled by the PCR Cell in the Scheduled Castes and Backward Classes Development (SC & BCD) Division of MHA. The Tribal Development (TD) Division is processing the data relating to atrocities on scheduled tribes. The Ministry collect in prescribed forms the number of atrocities committed, the nature of the crime, and the progress of investigation and trial of each of the atrocity cases. Instructions and guidelines are issued by the Ministry of Home Affairs to the States and Union Territories from time to time suggesting preventive and precautionary measures for checking the occurrence of atrocities and ensuring sanction of relief and rehabilitation measures to the victims of atrocities.

Deep concern of the Government of India about the atrocities perpetrated on the members of SCs and STs and their anxiety to put an end to such crimes were conveyed to the States and UTs. (vide Home Minister's DO letter No. III-11011/4/80-NID, dated 10-3-80). The Home

Minister (vide DO letter III-11011/7/80-PCR (Desk), dated 6-9-80) further requested the States and UTs to consider and implement the following recommendations :

- (i) At least one of the posts of the District Magistrate, Senior Superintendent of Police, Superintendent of Police, Sub-divisional Magistrate and Sub-divisional Police Officer in each of the sensitive districts reporting more cases of atrocities be held by officers belonging to SC. & ST; and
- (ii) Officers belonging to the SC. & ST be posted as station house officers in such sensitive localities.

It is hoped that the States and the UTs. will take steps in implementing the recommendations of the Ministry of Home Affairs in right earnest to check the perpetration of atrocities on the members of SCs. and STs.

#### *Number of Atrocities on SCs.*

The State and UT-wise break-up of the atrocities reported during 1979 and 1980 has been given in Annexure-I. The States and UTs. which did not report any case of atrocity during the said years have not been included in the list.

A review of the number of atrocities reported during the last three years of 1978, 1979 and 1980 indicates that there being 38.52% of increase in the number of atrocities during 1978 over that of 1977, there has been a decreasing trend during the subsequent years of 1979 and 1980. As against 15070 cases of atrocities reported during 1978, the number came down to 13861 during 1979 indicating a decrease of 8.02% over a year's period. The percentage of decrease during 1980 over 1979 was, however, 0.84% as the total number of cases came down from 13,861 in 1979 to 13,744 in 1980. Although there was an overall decrease in the number of atrocities in the country during 1980, the trend of increase was reported from nine States, viz., Andhra Pradesh, Gujarat, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Tamilnadu, Uttar Pradesh and West Bengal. The percentage of increase was the highest in West Bengal (14.50%) reporting 33 cases as against two cases of 1979, followed by Orissa (86.05%), Andhra Pradesh (65.22%), Rajasthan (55.26%), Punjab (53.80%), Tamilnadu (21.74%), Gujarat (4.84%), Uttar Pradesh (4.31%), Maharashtra (2.98%)

and Madhya Pradesh (0.28%). The percentage of increase is relatively more in States reporting less number of cases, while it is negligible in Uttar Pradesh (4.31) and Madhya Pradesh (0.28) reporting maximum number of cases during 1980. There has been a decrease of cases by 12.17% in Bihar which is the third State reporting the maximum number of atrocities.

The decreasing trend in cases of atrocities during 1980 was the highest in Punjab indicating a downfall by 53.80% followed by Kerala (46.11%), Karnataka (24.60%), Himachal Pradesh (18.07%), and Bihar (12.17%). The decrease in Pondicherry was (15.79%) which reported 16 cases of atrocities during 1980 against 19 of 1979.

#### *State & UT-wise analysis of number of atrocities on SCs.*

Annexure I indicates the number of atrocities reported from 15 States and two Union Territories during 1980. It may be observed from these statistics that the largest number of cases was reported from Uttar Pradesh (4279 cases), followed by Madhya Pradesh, Bihar and Rajasthan reporting 3877, 1890 and 1180 cases respectively. The cases reported by the above four States respectively constitute 31.13%, 28.21%, 13.75% and 8.59% of the total cases reported in the country during the year. Taken together, these four States account for 81.68% of the total cases of the country.

A classification of States and UTs on the basis of the number of atrocity cases reported has been made in Annexure X. It may be observed from these numbers that five States i.e., Himachal Pradesh, Haryana, Orissa, Punjab and West Bengal and two UTs of Delhi and Pondicherry reported less than 100 cases each, while cases from 101 to 500 were reported from each of the five States, i.e., Andhra Pradesh, Gujarat, Karnataka, Kerala and Tamilnadu. Maharashtra was the only State reporting cases between 501 to 1000 (518 cases) and Bihar and Rajasthan reported cases from 1001 to 2000. More than 3000 cases were reported from Madhya Pradesh (3877 cases) and Uttar Pradesh (4279 cases).

The number of atrocities reported from a State or a UT may not be taken as the sole criterion for judging the intensity of the problem, because the population, particularly the population of SCs and STs, varies widely from one State or UT to another. The problem of untouchability not being acute in States like West Bengal, Tripura, Assam, Manipur, Sikkim, and Jammu & Kashmir, no cases of atrocities are reported from these States. Besides the SC population in many States and UTs like Meghalaya, Nagaland, Arunachal Pradesh, Lakshadweep, Goa, Daman & Diu, Andaman & Nicobar Islands, Mizoram, Dadra & Nagar Haveli being very negligible, atrocities on SCs are not

common there. The problem is generally acute in States or UTs having a sizeable SC population where there is scope for inter-action between the SC and non-SC population giving rise to social tension resulting in atrocities.

A comparative statement of the percentage of atrocities to the total number of cases of atrocity in the country in respect of each State and UT in relation to their percentage of SC population has been given in Annexure-II. It may be observed that the proportionate increase in the number of atrocities was more in the seven States of Bihar, Gujarat, Himachal Pradesh, Kerala, Madhya Pradesh, Rajasthan, Uttar Pradesh and UT of Pondicherry. The State of Madhya Pradesh, having 6.08% of the country's total SC population, reported the largest number of atrocity cases constituting 28.21% of the total cases reported in the country during 1980. Bihar, accounting for 9.09% of SC population of the country, registered atrocity cases constituting 13.75% of the total cases of atrocities in the country. As against 2.03% of SC population in Gujarat, percentage of atrocity cases in the State was 3.62. The percentage of SC population in Himachal Pradesh being 0.99, the percentage of atrocity cases in the State during 1980 was 0.49. In Kerala, the percentage of atrocities was 3.48 which was more than the State's percentage of SC population, i.e., 2.21. Likewise, Rajasthan accounted for 8.59% of the total atrocities of the country, while the State's SC population constituted 5.1% of the country's total SC population. The number of atrocities in Uttar Pradesh was proportionately higher, as, with 23.02% of the SC population, the atrocity cases reported in the State was 31.13% of the total cases in the country. The SC population of Pondicherry constituting 0.01% of the country's SC population, the cases reported from there accounted for 0.12% of the total atrocity cases. The proportionate increase in the number of atrocities in the States and UTs reported during 1980 is shown in the following table :

Name of the State/UT	% of SC population to the total SC population of the country	% of atrocities to the total number of atrocities in the country
1	2	3
Bihar . . . . .	9.09	13.75
Gujarat . . . . .	2.03	3.62
Himachal Pradesh . . . . .	0.99	0.49
Kerala . . . . .	2.21	3.48
Madhya Pradesh . . . . .	6.08	28.21
Rajasthan . . . . .	5.01	8.59
Uttar Pradesh . . . . .	23.02	31.13
Pondicherry . . . . .	0.01	0.12

It is evident that the proportionate increase in atrocities was maximum in Madhya Pradesh followed by Uttar Pradesh, Bihar, Rajasthan, Gujarat, Kerala, Himachal Pradesh and Pondicherry.

The proportionate decrease in the number of atrocities was reported from seven States and one UT details of which are indicated below :

Name of the State/UT	% of SC population to the total SC population in the country	% of atrocities to the total cases of atrocities reported in the country
1	2	3
Andhra Pradesh . . . .	7.22	1.11
Karnataka . . . . .	4.08	2.74
Maharashtra . . . . .	3.78	3.77
Orissa . . . . .	4.01	0.58
Punjab . . . . .	4.02	0.57
Tamil Nadu . . . . .	9.01	1.02
West Bengal . . . . .	11.01	0.24
Delhi . . . . .	0.08	0.02

The atrocities perpetrated on SCs and ST may be less in number in a State where the non-SC population are educationally and socially advanced and accommodating in nature. The SCs are subjected to economic exploitation and social discrimination if they are educationally and economically more backward. In such cases they may not fight against the atrocities perpetrated on them on account of their ignorance and general backwardness; they passively continue to bear the social injustice. Even the number of atrocities reported from such State may not be a correct indicator as most of the cases do not come to the press or are reported to the police. On the other hand, a large number of cases may be reported where the SCs are educationally advanced and have come up to a level to assert and fight for their rightful place in the society.

#### *Crime-wise analysis of atrocity cases*

The crime-wise classification of cases of atrocities reported during 1979 and 1978 has been given in Annexure VIII. Although, there was an overall decrease of 0.84% in total number of atrocities committed during 1980, an increase was noticed in murder and rape cases.

#### *Murder*

The number of murder cases during 1979 being 387, it has gone up to 496 during 1980, registering an increase by 2.33% over a period of one year. The rate of increase was maximum in West Bengal which registered nine cases during 1980 as against alone case during 1979, Rajasthan

registered an increase by 218.18% with 35 cases in 1980 against 11 in 1979. Maharashtra with 23 cases as against 12 cases in 1979 registered an increase by 91.67% while the percentage of increase in Tamil Nadu, Madhya Pradesh, Uttar Pradesh, Karnataka, Kerala, Bihar and Andhra Pradesh during 1980 was reported to be 50.00, 25.93, 23.56, 20.00, 20.00, 18.75 and 7.69, respectively. Numerically, the largest number of murder cases i.e., 236, was reported from U.P. which constitutes 49.35% of the total murder cases of the country during the year. Uttar Pradesh was followed by Madhya Pradesh, Bihar, Rajasthan and Maharashtra reporting 68, 57, 35 and 23 cases each respectively. The Punjab, Karnataka, Gujarat and Andhra Pradesh reported 10 to 18 cases each while less than 10 cases were reported from each of the States of West Bengal (9), Kerala (6), Haryana (5), Orissa (3) and Tamil Nadu (1). Out of the 14 States reporting murder cases, 10 States of Andhra Pradesh, Bihar, Haryana, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Rajasthan, Uttar Pradesh and West Bengal indicated a trend of increase during 1980. Orissa reported three cases of murder during each of the years of 1979 and 1980.

A decrease was reported from Tamilnadu, Punjab and Gujarat. No case was reported from Himachal Pradesh. With a fall in the number of cases in 1980 from that of 1979 from two to one in Tamilnadu, 18 to 10 in Punjab, and 13 to 11 in Gujarat, the percentage of decrease in these States worked out at 50.00, 44.44 and 15.38 respectively.

#### *Rape*

During 1980, the overall increase in rape cases in which the victims were SCs and STs in the country was 28.30%; out of the 16 States and UTs. (Annexure IV) reporting such cases during 1980, 13 registered an increase during the year over those of 1979. These States, i.e. Bihar, Madhya Pradesh and Uttar Pradesh indicated an increase by 12.66%, 28.13% and 22.13% respectively which was less than the All-India increase of 28.30%, although numerically these States had registered the largest number of rape cases during the year. Uttar Pradesh alone reported 149 cases accounting for 27.39% of the rape cases of the country, while 22.61% and 16.38% cases were reported from Madhya Pradesh and Bihar respectively. Taken together, the number of rape cases from these three States constituted 66.36% of similar rape cases reported in the country during 1980.

The percentage of increase in the number of rape cases was, however, relatively higher in States reporting less number of rape cases. For example, the percentage of increase in Orissa was 900.00 where the rape cases during 1980 was 10 as compared to one case reported during 1979. Likewise, the number of rape cases in Gujarat increasing from four during 1979 to

10 during 1980, the increase was 150.00%. Similarly, the percentage of increase during 1980 in Andhra Pradesh, Karnataka, Madhya Pradesh, Rajasthan respectively reporting 23, 8, 25 and 63 cases was 64.29, 60.00, 31.58 and 91.18 respectively. No case was reported from Tamil Nadu, West Bengal, Delhi and Pondicherry during 1979; the number of such cases registered from these areas during 1980 was two, eight, one and one respectively.

There was a decline in rape cases in four States during 1980. No such case took place in Himachal Pradesh which had reported six cases during 1979. The decline was maximum in Kerala (70.00%) where rape cases come down from 10 during 1979 to 3 in 1980, followed by Punjab (28.57%) and Haryana reporting 10 and 19 cases during 1980 against 14 and 20 rape cases respectively during the previous year.

#### *Grievous hurt*

The total number of cases of grievous hurt in the country during 1980 was 1393 indicating a decrease by 2.11% over 1979. There was no increase in such cases in Andhra Pradesh and Himachal Pradesh as four cases were reported from each of these States during each of the two years of 1979 and 1980 and two cases were reported from West Bengal which did not have any such occurrence during 1979. Uttar Pradesh registering 489 cases accounted for 35.10% of the total assault cases during 1980 and was followed by Madhya Pradesh (351 cases), Bihar (178) and Rajasthan (168) constituting 25.20%, 12.78% and 12.06% of the total cases respectively. Taken together the assault cases reported from these four States alone constituted 85.14% of the total assault cases of the country. Gujarat and Maharashtra reported 55 and 51 cases respectively, while the remaining nine States of Andhra Pradesh, Haryana, Himachal Pradesh, Karnataka, Kerala, Orissa, Punjab, Tamilnadu and West Bengal reported two to 18 cases each. The number of cases resulting in grievous hurt reported by the States during 1980 has been stated in Annexure V.

An increase in 1980 was reported in such cases from six States of Gujarat, Orissa, Rajasthan, Tamilnadu, Uttar Pradesh and West Bengal. Orissa registered 900.00% increase reporting 10 cases as compared to a lone case during 1979, and in Tamilnadu the increase was 300.00% as the assault cases rose from one to four during 1980. The rate of increase in Rajasthan and Gujarat was 35.48% and 12.24% respectively. With no such case taking place in West Bengal during 1979, the State registered two cases during 1980.

The decline in the incidence of assault cases was marked in seven States of Bihar (3.78%), Haryana (7.69%), Karnataka (50.00%), Kerala (52.63%), Madhya Pradesh (10.91%),

Maharashtra (10.63%) and Punjab (24.24%) which reported 178, 24, 10, 18, 351, 51 and 25 cases respectively during 1980.

#### *Arson*

The total arson cases came down to 990 during 1980 from 1011 in 1979 indicating an overall decline by 2.08%. The decline in the incidence of arson was observed in six States of Bihar, Haryana, Kerala, Maharashtra, Punjab and Uttar Pradesh, the rate of decline ranging from 12.17% in Bihar to 66.67% in Punjab. The rate of decline in the States of Haryana, Kerala, Maharashtra and Uttar Pradesh was 33.33%, 28.00%, 20.00% and 13.50% respectively.

A trend of increase in the number of arson cases was noticed in the seven States of Andhra Pradesh (40.00%), Gujarat (16.67%), Himachal Pradesh (300.00%), Karnataka (113.33%), Madhya Pradesh (16.29%), Orissa (57.14% and Rajasthan (15.52%). While no such case was reported from Tamil Nadu and West Bengal during 1979, eight and six cases were reported from these two States, respectively during 1980. The rate of increase was higher in the States reporting a small number of cases and thus Himachal Pradesh, Karnataka, Orissa and Andhra Pradesh reporting four, 32, 11 and seven cases indicated an increase by 300.00%, 113.33%, 57.14% and 40.00% respectively during 1980. On the other hand, Madhya Pradesh and Rajasthan with 207 and 67 arson cases during 1980 registered an increase by 16.29% and 15.52% respectively.

Numerically, the maximum number of arson cases was reported from Bihar (296), Uttar Pradesh (282) and Madhya Pradesh (207) and the total cases from these three States accounted for 79.29% of the total arson cases of the country during 1980. Rajasthan reported 67 arson cases while the number of such cases in Andhra Pradesh, Gujarat, Haryana, Himachal Pradesh, Karnataka, Kerala, Maharashtra, Orissa, Punjab, Tamilnadu and West Bengal ranged between one and 32 cases. The State-wise break-up of the number of arson cases reported during 1979 and 1980 has been given in Annexure VI.

#### *Other Offences*

Crimes other than murder, rape, arson and assault under the *Indian Penal Code* are classified as 'other offences', which constitute 75.09% of the total number of atrocity cases reported during 1980. The State and UT-wise classification of such offences has been made in Annexure VII.

The largest number of crimes classified under 'other offences' was reported from Madhya Pradesh which registered 3128 cases constituting 30.30% of the total such cases in the country during 1980. Madhya Pradesh was followed by Uttar Pradesh (3123 cases) and Bihar (1270 cases) accounting for 30.26% and 12.30% of such crimes respectively during

the year. Taken together, the cases from these three States accounted for 72.86% of the total such cases reported in the country during 1980. Rajasthan, Kerala, Gujarat, Maharashtra, Karnataka, Tamil Nadu and Andhra Pradesh registered 847, 433, 401, 391, 309, 124 and 104 cases respectively accounting for 8.21%, 4.19%, 3.88%, 3.79%, 2.99%, 1.24% and 1.01% of the total such crimes.

Whereas the all-India figures of such cases indicated a decline by 2.12% during 1980, an increase in the figures was reported from Andhra Pradesh, Gujarat, Maharashtra, Orissa, Rajasthan, Tamilnadu, Uttar Pradesh and West Bengal. In West Bengal, the cases shot up from one during 1979 to eight in 1980, thus accounting for an increase by 700.00%. In Andhra Pradesh, Rajasthan, and Orissa the cases increased by 85.71%, 58.91% and 48.39% over the figures of the previous year.

A declining trend in 'other offences' was noticed in the Punjab (67.96%) where their number came down from 103 during 1979 to 33 in 1980. In Kerala also, the decrease was 46.48%; in this State, the number of cases in 1980 was 433 as compared to 809 cases of 1979. With the total number of cases in Karnataka in 1980 coming down from 445 of 1979 to 309, the rate of decrease was estimated to be 20.56% and in Delhi and Pondicherry the percentage of decrease was 33.33% and 21.05% respectively. Bihar, reporting 1270 cases, indicated a decline by 15.50% of such cases during 1980. A decline by 15.49% was also marked in Himachal Pradesh during the year.

#### *Atrocities on Scheduled Tribes*

The statistics on atrocities against the Scheduled tribes were collected from the Tribal Development Division of the Ministry of Home Affairs. Atrocities during 1979 were reported to be 2107 in number but according to the revised figures collected for this report, the number stands at 2134. The State & UT-wise classification of the revised number of atrocities of STs has been shown in Annexure XI.

During 1980, the number of atrocities on the STs is reported to be 1578, thus indicating a decline by 26.05% over a period of one year. These atrocities were reported from the States of Andhra Pradesh, Bihar, Gujarat, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Orissa, Punjab, Rajasthan, and West Bengal, and the UT of Arunachal Pradesh. The largest number of atrocities were reported from Madhya Pradesh (829 cases), followed by Rajasthan (308), Maharashtra (146), Bihar (101), Gujarat (93). Surprisingly, 41 cases were stated to have taken place in the Punjab during the year, though there is no ST in the State. These crimes were apparently committed against the STs who might have come to the Punjab from the neighbouring States for labour and other work.

Karnataka and Kerala reported one and three cases respectively, while each of the remaining States and the UT of Arunachal Pradesh reported 12 to 16 cases.

An analysis of the State percentage of atrocities vis-a-vis the percentage of tribal population indicates that the incidence of these crimes has been relatively higher in the States of Madhya Pradesh, Rajasthan and Maharashtra, and the UT of Arunachal Pradesh. With 22.06% of the tribal population of the country, the percentage of atrocities on tribes to the total atrocities on tribes in Madhya Pradesh is 52.53. In Rajasthan the percentage (19.51) exceeds the percentage of its tribal population (8.22) by 10.29. About 9.25% of the atrocities are reported from Maharashtra whose tribal population constitutes 7.77% of the total population in the country. In the remaining States the number is proportionately less. The percentage of tribal population to the total tribal population in the country in Andhra Pradesh, Bihar, Gujarat, Orissa and West Bengal being 4.36, 12.97, 9.82, 13.34 and 6.66, their share of the percentage of atrocity cases is 0.88, 6.40, 5.89, 0.88 and 0.76 respectively.

A declining trend in the number of such cases has been reported from Bihar, Karnataka, Kerala, Madhya Pradesh, Maharashtra and Orissa, indicating a decrease over the figures of 1979 by 49.50%, 95.00%, 90.91%, 39.62%, 19.33% and 12.50% respectively. The trend of increase is alarmingly high in the Punjab, i.e. 1266.66%, which does have any tribal population of its own; the number has shot up from three in 1979 to 41 in 1980. The percentage of increase over the figures of 1979 is 50.24% in Rajasthan, 29.16% in Gujarat, 14.28% in Arunachal Pradesh and 7.69% in Andhra Pradesh. No case was reported from West Bengal during 1979; but the State has registered 12 cases in 1980.

#### *Crime-wise analysis of atrocity cases*

The crime-wise analysis and the trend of increase or decrease of different crime on the STs during 1980 have been indicated in Annexure XII. The number of murder cases in 1980 was 70; they constitute 4.44% of the total atrocities reported during the year. Rape cases (193) constitute 12.23% and assault cases numbering 195 account for 10.90% of the atrocity cases on the tribals in 1980. The atrocities classified under 'other offences' constitute 64.70% of the total cases.

An analysis of the statistics of 1980 indicates an overall decrease in the number of atrocities by 26.05% over a period of one year, but the decrease is confined to the cases of violence and 'other offences'. Atrocities of serious nature like murder, rape and arson have increased considerably. The number of murder cases increased from 67 to 70, the increase being 4.47%. Arson or serious mischief in respect of property has gone up to 122 from 100, indicating an



increase of 22.00%. The increase in rape cases has been the maximum during the year, this being by 36.87%, the number going up from 141 cases in 1979 to 193 in 1980. The year 1979 also had recorded an increase by 10.69% over the figures of the previous year; the unusual increase of such cases by 36.87% during 1980 is most distressing. It is urgently necessary that due preventive measures are taken by the States and the UTs to check the increasing trend of this offence.

#### *Review of cases of atrocities received*

Reports on atrocities on the SCs and the STs are received in the Commission from four sources. The States and the UTs have been addressed by the Commission to report such cases urgently by telex or teleprinter and subsequently send detailed reports indicating the nature of

the offence, factors and forces behind such an incident, caste or community of the victims and the offenders, extent of loss suffered by the victims, action taken against the offenders, relief and rehabilitation measures provided for the victims, and other relevant particulars. As and when cases of atrocities come to their notice, the field officers of the Commission also hold spot enquiries on some cases and send reports to the Commission. Cases of harassment and atrocities are also received in the Commission directly from the aggrieved persons and others in the form of representation. The main source of information on atrocities is the press, on which the Commission and their field officers initiate correspondence with the State and UT.

The break-up of the 213 cases of atrocities received in the Commission from 1-4-80 to 31-3-81 is as follows :

Name of the State/UT	Number of cases received in the Commission					Total
	Murder	Assault	Rape	Arson	Other Offences	
Andhra Pradesh . . . . .	2	—	1	1	—	4
Bihar . . . . .	17	9	6	2	1	35
Gujarat . . . . .	3	—	1	—	—	4
Haryana . . . . .	1	2	—	—	4	7
Karnataka . . . . .	1	5	—	1	—	7
Madhya Pradesh . . . . .	3	4	12	1	4	24
Maharashtra . . . . .	1	3	2	—	—	6
Orissa . . . . .	1	—	1	1	2	5
Punjab . . . . .	1	2	5	—	5	13
Rajasthan . . . . .	4	3	2	—	10	19
Tamil Nadu . . . . .	5	11	—	5	—	21
Uttar Pradesh . . . . .	10	9	5	2	35	61
West Bengal . . . . .	1	3	—	1	—	5
Andaman & Nicobar Islands . . .	—	1	—	—	—	1
Delhi . . . . .	—	1	—	—	—	1
Total . . . . .	50	53	35	14	61	213
Percentage . . . . .	23.47	24.89	16.43	6.57	28.64	100.00

The largest number of cases was reported from Uttar Pradesh (61 cases) followed by Bihar, Madhya Pradesh, Tamilnadu, Rajasthan and Punjab with 35, 24, 21, 19 and 13 cases respectively. Murder accounts for 23.47% of the total cases. One third of the murder cases was from Bihar which reported 17 incidents, followed by Tamilnadu (5 cases). Rape constitutes 16.43% of such atrocity cases; the largest number of rape cases being in Madhya Pradesh, Bihar, Punjab, and West Bengal with 12, 6, 5 and 5 cases respectively. Cases of arson and other serious mischief leading to the loss of property were 14. Of these, five were from Tamilnadu alone. Arson constitutes 6.57% of the 213 cases. Murder, rape and arson together account for 46.94% of the total cases. Fifty-three cases of assault were reported, constituting 24.89% of the total cases. Of these Tamilnadu accounted for 10 cases, closely followed by Bihar and Uttar Pradesh with nine cases each. The 61 incidents of atrocity classified under 'other offences' constitute 26.64% of cases received in the Commission.

Five of the cases of murder occurred in Tamilnadu. These cases include a murder in Manamadurai in Ramnathpuram district on 13-6-80; a murder of a boarder of the SC Welfare hostel, Thottiyam in Tiruchirapalli district on 8-1-80; stabbing of an SC in Vedappalayam Colony of Chingleput district on 21-6-80 on account of a quarrel over the drawing of water from a public well; and the burning alive of a woman in Erichanatham village of Ramnathpuram district on 10-8-80. In three of the four incidents reports from the State Government have been received. It is somewhat confusing that the number of murder cases reported in the Commission during the calendar year 1980 being four, only one such case has been recorded by the Ministry of Home Affairs. The Commission, therefore, suggests that accuracy is stressed in the compilation of statistical data. Necessary follow-up action on the major incidents of atrocities may also be taken up by the Ministry of Home Affairs.

#### *Causes of atrocities*

The factors and forces responsible for the increasing trend in incidents of atrocities have been detailed in our first and the second reports. Atrocities on the weaker sections are mostly due to socio-economic factors. The social cause mainly lies in untouchability practised against the scheduled castes. Social disabilities suffered by the scheduled castes include denial of entry into public places of worship, discrimination and differential treatment in hotels and tea-stalls, refusal of service by washermen and barbers, restriction on movement in certain localities in wearing sandals, riding horses, and leading marriage procession through certain caste-Hindu localities. With the educational advancement and growing social awakening, the SCs resent and protest against the age-old evils

of untouchability and their attempts to get a rightful place in the society leads to clashes with the caste-Hindus. Atrocities are also committed on account of the envy of the caste-Hindus for the various welfare measures adopted by the Government to ameliorate the socio-economic conditions of the SCs and STs. Economics disparity arising out of landlessness, bonded labour, wage dispute and other factors put the SCs in a disadvantageous position. Many of them depend upon the caste-Hindu landowners for their living and work as agricultural labourers. Dispute over non-payment of minimum wages, forcible eviction of the SCs from their land and house-sites, non-payment of fair share of agricultural produce to the SC share croppers, forcible harvesting of crops and the like are other factors. A national survey has indicated that 66% of the bonded labourers in the country belong to the SC.

The STs on the other hand live in inaccessible areas and do not suffer from the stigma of untouchability. The atrocities on them are allegedly committed mostly by the forest, police and other officials and non-tribals. Land alienation, indebtedness, infringement of their customary rights as a result of the exploitation of forest wealth, change in excise policy in tribal areas and harassment by officials are some of the factors responsible for atrocities against them.

Causes of atrocities ascertained from 213 cases received in the Commission headquarters during 1980-81 can be broadly classified as under :

Reasons of atrocities	Number of cases relating to			Percentage to total cases
	SC	ST	Total	
Land dispute . . .	29	5	34	15.95
Economic problems . . .	19	2	21	9.86
Police atrocity . . .	25	6	31	14.55
Personal enmity . . .	15	—	15	7.04
Untouchability . . .	15	—	15	7.04
Other reasons : . . .				
(a) Rape/Kidnaping, Molestation etc. . .	28	14	42	19.72
(b) Robbery . . .	5	—	5	2.35
(c) Exploitation by contractors . . .	—	1	1	0.47
(d) Miscellaneous . . .	21	5	26	12.21
(e) Not Known . . .	20	3	23	10.80
Total . . .	177	36	213	100.00

It may be observed that 42 cases of atrocities including rape, suicide, molestation and kidnapping constituted 19.72% of the total cases and in

34 cases the atrocities were committed on account of land dispute. In 31 cases, the SC & the ST people were the victims of police atrocity while economic problems were the root cause of 21 cases.

The reasons of atrocities as reported by the States and the UTs included dispute over land, non-payment of minimum wages, resentment of caste-Hindus over the benefit derived by the SC & the ST members from the Government welfare measures, caste prejudice and social disabilities practised against the SCs using SCs in rivalry between two groups of caste-Hindus on account of personal enmity, registering false cases against the SC & the ST members, and general awakening of the SCs and the STs against the injustice done to them by others.

#### *Relief measures for the SC & ST victims of atrocities*

The hardship faced by the victims of atrocities necessitates provision of sufficient financial help and other relief to restart their life. The pioneering step in this direction was taken by Andhra Pradesh in 1975, whose scheme was further revised in 1976 providing rehabilitation measures like allotment of land, housesite, free house, milch cattle, plough bulls, employment to one of the members of the deceased's family and free educational facilities. The details of

the scheme and the scale of relief prescribed for different types of atrocities sanctioned by the State Governments of Andhra Pradesh, Bihar, Gujarat, Himachal Pradesh, Karnataka, Maharashtra, Orissa, Rajasthan, Tamilnadu and Uttar Pradesh have been discussed at length in our first and second reports.

According to a reply received from the Government of Madhya Pradesh a scheme has been accepted in 1979 providing for monetary relief to the SC and ST victims of atrocities. The amount of relief prescribed varies from Rs. 5,000/- in case of death of an earning member to Rs. 1,500/- for the death of a non-earning member, Rs. 1000/- for permanent incapacitation of an earning member and Rs. 500/- in case of a non-earning member, Rs. 500/- for destruction of house in arson, Rs. 250/- for damage of property or crops, and Rs. 200/- for loss of the property depending on the extent of loss and damage. Besides, the State Government provides financial grants of Rs. 750/- to Rs. 500/- for the marriage of destitute and poor Harijan girls, but there is no provision of financial relief for the victims of rape.

According to the information available with this Commission, relief prescribed for SC & ST victims of atrocities in Gujarat is as follows :

Nature of damage/loss	Scale of relief for		Remarks
	Each earning member (in Rs.)	Each non-earning member (in Rs.)	
Murder or permanent incapacitation . . . . .	5,000-00	2,500-00	—
Temporary incapacitation . . . . .	2,500-00	1,250-00	Amount is sanctioned according to the nature of incapacitation.
Damage to house and household effects . . . . .	2,000-00	2,000-00	Depending on the extent of damage
Loss of movable property . . . . .	2,000-00	2,000-00	„
For new house at migrated place . . . . .	2,000-00	2,000-00	

Each SC member subject to social boycott is also provided Rs. 3-00 per day upto six months or till the continuance of social boycott.

The scheme, however, does not provide any relief for the SC and ST victims of rape.

Our field office at Trivandrum reports that a scheme of relief has already been envisaged by the Government of Kerala but not implemented as the rules for the sanction of such relief have not been framed. The scheme makes provision of relief varying from Rs. 4,000/- in case of death or permanent incapacitation of an earning member and Rs. 2,000/- for a non-earning member to Rs. 250/- depending on the nature of crime and the extent of loss suffered

by the victims. No relief is provided in the schemes for the victims of rape. It is unfortunate that such an important scheme has not yet been implemented.

The details of expenditure on the schemes in providing monetary relief to the SC and ST victims of atrocities have been received from only four States. Although rape has not been included in the scheme for relief, the Himachal Pradesh has reported that Rs. 1,000/- has been sanctioned to a victim of rape during 1980-81. In Bihar, the expenditure incurred in providing

monetary relief to the victims of atrocities was reported to be Rs. 4.00 lakhs for SCs and Rs. 1.00 lakh for STs. During 1980, monetary relief amounting to Rs. 1,200/- was sanctioned to three ST victims in Karnataka and in 1981-82 an expenditure of Rs. 16,965 was incurred upto December 1981 for providing monetary relief to 10 victims of atrocities. According to the information furnished by our Ahmedabad field office, financial assistance amounting to Rs. 1,28,05 was granted to 339 SC victims of atrocities from 1-1-80 to 31-12-80. Ten victims of murder received Rs. 50,000 at the rate of Rs. 5,000/- each and in 33 cases of temporary incapacitation, the expenditure incurred was Rs. 18,000/-. For loss of movable property, two victims were paid Rs. 2,500/- and Rs. 57,550 was spent for providing relief to 294 SC victims of social boycott. A review of the schemes prevalent in the States & UTs, indicates that the scale of monetary relief for different kinds of atrocities varies from State to State. The Commission would like to make the following recommendations :

- (1) It is distressing that the scheme for providing relief to the SC and ST victim of atrocities has not been devised or implemented so far by Assam, Haryana, Kerala, Punjab, West Bengal, Jammu & Kashmir, Meghalaya, Manipur, Tripura, Nagaland, and Sikkim and all the Union Territory administrations. The Commission strongly recommend that these States immediately finalise such schemes.
- (2) The scale of relief is so low that it is often inadequate to compensate the loss suffered by the SC and ST victims. It also varies from State to State. The Commission, therefore, feels that the quantum of relief should be substantially enhanced and a uniform scheme adopted by all. The recommendations on the scale of relief proposed by the Commission in their second report is reiterated.
- (3) The victims of rape not only suffer from torture but carry the burden of shame in the society for all their life. Unfortunately, except in Andhra Pradesh, Bihar and Rajasthan, there is no scheme of monetary relief for the rape victims. It is recommended that rape victims should be included in the relief scheme by all the States.
- (4) The meagre monetary assistance provided for the victims of atrocities does not fully compensate the loss suffered by them and their family. It is, therefore, desirable that in addition to the monetary help a scheme should be introduced by all the States for rehabilitating the victims. Andhra Pradesh has taken steps in this regard. All others should follow the example of Andhra Pradesh in providing rehabilitation facilities.

- (5) Only three States have intimated to this Commission the expenditure incurred by them in providing monetary relief to the SC and ST victims of atrocities during 1980. This gives room to presume that the scheme is not properly implemented and the victims of atrocities are not granted relief in all the States. It is also gathered that there is often an inordinate delay in sanctioning relief to the aggrieved persons. Prompt action should be taken in providing monetary and other relief to the victims of atrocities without waiting for the final outcome of the enquiry, and the expenditure incurred on the scheme should be reported to the Ministry of Home Affairs and this Commission for every quarters during each year.

#### *Disposal of cases of atrocities on SCs & STs*

In order to review the progress of disposal of cases of atrocities, the Commission had requested all the States and Union Territories to furnish statements in the forms devised by the Ministry of Home Affairs. Unfortunately, reply has been received from only five States, namely, Gujarat, Karnataka, Rajasthan, Punjab and Himachal Pradesh, and from two UTs of Andaman & Nicobar Islands, and Delhi. There was some discrepancy in the statistics furnished by the Punjab, Himachal Pradesh and Delhi. The information received from the remaining States and UT have been tabulated in Annexure XIII.

The statistics indicate that 2132 cases of atrocities were registered during 1980. Taking into consideration the 1700 cases pending with police and the Court at the end of the previous year, the number of cases disposed of stands at 3832. The number of cases chargesheeted during 1980, being 1894, it constitutes 48.64% of the total cases. Out of these 1894 cases 957 were decided by the Court, the percentage of disposal being 50.53%. In most of the cases, the disposal simply meant acquittal; thus 804 cases constituting 84.01% of the total cases decided resulted in acquittal, while the percentage of conviction was only 15.99% of total number of decided cases. Even in the case of murder, the number of conviction was exceedingly low and out of 32 cases decided during 1980 (Annexure XIV), only eight cases (25.00%) ended in conviction, the percentage of acquittal being 75.00%. The Commission, therefore, reiterates that where the rate of acquittal is very high, the concerned States and UTs should review the cases and take necessary steps to seal the loopholes and secure conviction of the accused.

#### *Instructions issued by the Government of India for prevention of atrocities*

In his letter III.11011/4/80-NID(D), dated 10-3-80 addressed to the governors and the Chief Ministers, the Union Home Minister expressed deep concern over atrocities in the country.

and indicated for effectively dealing with the problem. A copy of this letter has already been incorporated in second annual report of the Commission.

Subsequently, the Home Minister similarly addressed other letter (III, 11011/7/80-PCR (DESK), dated 6-9-80) indicating two more suggestions. It was urged that at least one of the posts of district magistrate, senior superintendent of police, Superintendent of police, sub-divisional magistrate and sub-divisional police officer in each of the sensitive districts should be held by an officer belonging to the SC. It was also suggested that SC and ST officers should also be posted as officers in charge of police stations, as far as possible, in such sensitive areas.

It is hoped that the guidelines issued by the Home Ministry are being translated into action by the concerned States.

*Steps taken by the States and UTs in checking atrocities*

The Commission has requested the States and the UTs to furnish details of action taken by them to check atrocities. The information received from them are detailed below:

No committee has been set up in Himachal Pradesh to review the problem but atrocities have been brought under the purview of the committee of Himachal Pradesh Vidhan Sabha on the welfare of the scheduled castes and scheduled tribes. Special cells have been set up at police headquarters at the state and district level to look after the complaints of atrocities and harassment of SCs. A similar cell has also been set up in the home department. In order to create a sense of self-confidence and security among the members of SCs and STs offences under section 506 of IPC have been declared as cognizable. The prosecution agencies have been instructed to plead effectively with courts for awarding deterrent sentences to the offenders. SC & ST employees, in cases of harassment or intimidation, can directly approach the Home department for redressal of their grievances. Instructions have been issued to the district authorities to initiate measures to forestall anticipated atrocities, specially on the occasion of marriage of the SC and the ST members, fairs, elections, demarcation of land and the like. Police have been instructed to deal directly and effectively in instances of criminal trespass into lands belonging to the SCs and to complete the investigation in the shortest possible time not exceeding 14 days.

In Rajasthan, a revenue-cum-police cell has been set up at each sub-divisional headquarters to look into the grievances of the SCs and STs. At the district level, the district magistrate and the SP meet every month to review each case of atrocity and provide necessary guidance to

the investigating authorities. At the State level a cell under an additional IGP monitors the cases of atrocities.

During 1980, Gujarat issued instructions to all district magistrates and SPs to visit the places of occurrence of atrocities and take prompt action. The government has also set up a Harijan Advisory Board at the State level and Vigilance Committee at district and taluka level.

Instructions have been issued by the government of Bihar to the district authorities for timely inspection of cases of atrocities and to ensure quick registration and disposal of cases. The cases of atrocities are treated as special report cases in this State. Harijan cells have been constituted at the State, district, sub-division and block levels.

For eradication of untouchability and checking atrocities, four regional cells at the four divisional headquarters of Bangalore, Mysore, Gulbarga and Belgaum have been set up in October, 1980 in Karnataka.

The Delhi Administration has informed this Commission that the guidelines to deal with the cases of atrocities on SCs based on the instructions received from the Ministry of Home Affairs have been conveyed to all for implementation.

*Sample cases of atrocities received in the Commission during 1980-81*

(1) *Serious clash between the SCs and caste Hindus in Kafalta village of Almora district in Uttar Pradesh*

On 9-5-80, there was a serious clash between the caste Hindus and scheduled castes in Kafalta village of Almora district in which 15 persons of whom 14 were SCs were killed. Six of the 14 SCs killed were burnt alive when a house, in which they had taken shelter following the attack by the caste Hindus, was set on fire.

The clash occurred when a marriage procession was taken out by the SCs along the public passage through the caste Hindus areas. When the procession reached near the first house in the village, the SCs were not allowed to pass with the bridegroom on the palanquin. The SCs did not yield. Hence they were attacked by the caste-Hindus with clubs, knives and other lethal weapons. High officials visited the village and provided instant relief to the victims. The Union Home Minister also paid a visit and listened to the grief stricken SCs. He announced a relief of Rs. 10,000/- to each of the bereaved families from the Prime Minister's relief fund, in addition to Rs. 2,000/- sanctioned by the State government and Rs. 5,000/- by the Harijan Welfare Department. The State government also sanctioned Rs. 4,550/- to the SCs whose house was set on fire and each of the injured persons got Rs. 500/-.

A report was received from the State government. The sessions judge gave the benefit of the doubt and acquitted all the accused.

*(2) Police firing on SCs in Hodal (Haryana)*

A case came to the notice of the Commission that a member of the SC was killed in police firing at Hodal in Haryana. People on which police had opened firing had gathered there to protest against the death of a person who had been arrested earlier and died in police custody.

The matter was referred to the State Government for actual facts. The government ordered a magisterial enquiry into the firing. According to the inquiry report, the police firing was inevitable but as the orders were not followed in a proper manner suitable action was suggested against the officer in charge of the police station.

The State government sanctioned cash grant to the legal heirs.

*(3) Four members of an SC family murdered*

A case came to the notice of the Commission in which four members of a scheduled caste family were murdered in a village in Hazaribagh district.

The matter was referred to the deputy commissioner, Hazaribagh who reported that the accused in the case had been arrested. It appears that these four people were murdered because the accused had suspected sorcery by the deceased. Financial relief was provided to the surviving members of the family.

Further report in the matter is awaited.

*(4) Harijan killed in Hazaribagh district*

According to a news-item, a group of people in Marmadisi village of Hazaribagh district in Bihar fatally assaulted a member of the SC on his refusal to part with chickens.

The matter was referred to the State government, which has reported that a case against the village chief and his associates had been registered u/s 302/34 IPC. The family of the deceased were provided cash relief of Rs. 2,000/-.

*(5) Alleged mass rape in Singanangulam SC colony*

The SCs of Tirunelveli district in Tamilnadu took out a procession on 13-10-1980 protesting against alleged rape and molestation of 17 SC women and murder of an SC worker at Singanangulam village. The district authorities re-

fused permission for taking out the procession, but it was taken out defying the prohibitory order. The mob became riotous and pelted stones, sticks and shoes on the police. Sixty persons were taken into custody and a case registered against them.

The state government appointed a commission of inquiry headed by a retired judge of Madras High Court to inquire into the allegation of rape of 17 harijan women. The inquiry report is awaited.

*(6) Three STs killed in police firing*

In November 1980, two members of the ST were killed on the spot and one succumbed to injuries in hospital in a police firing in Gujisimal village of Santhal Pargana district in Bihar State.

According to the details received from the State government, some persons organised a congregation of Santhals and instigated them to block-in the road at the village to secure the unconditional release of two local leaders. The Santhals congregated at the place of occurrence with bows, arrows, and other lethal weapons, and blocked the traffic. When persuasion by the government failed, the magistrate declared the assembly unlawful. The magistrate and the police started clearing the road for vehicular traffic by pushing the crowd. At this the Santhals allegedly attacked the magistrate and police officers with bows and arrows. As a result, number of police personnel were injured and the magistrate ordered the use of tear gas. As the mob did not disperse, eight rounds were fired by the armed police which resulted in three casualties. Further details are awaited.

*(7) Rape and atrocity committed on the STs by the Police constables*

There were press reports that in Sarcdag village of Rohtas district, Bihar, the police raided adivasi dwellings, beat up the tribals and molested their women. An adivasi was taken into custody and charged with dacoity. It was alleged that all this was done at the behest of a money-lender who called the police in his dispute over a piece of land with STs.

An enquiry into the matter was conducted and it was revealed that some ST women were raped by police constables. The Commission has requested the State government to expeditiously finalise criminal cases against the guilty, and take action against them under the service rules. It was also recommended that the land dispute between the money-lender and the STs may be settled and victims of atrocity given adequate financial relief.

# ANNEXURE I

*Comparative statement indicating States and UT-wise break-up of the total number of atrocity cases reported against SCs during 1979 and 1980*

Names of States and Union Territories	Number of atrocities reported during		% of cases to total atrocities in the country		% of increase/decrease during	
	1979	1980	1979	1980	1979	1980
1	2	3	4	5	6	7
Andhra Pradesh . . . . .	92	152	0.66	0.11	(—)16.36	(+) 65.22
Assam . . . . .	3	—	0.02	—	(+)200.00	—
Bihar . . . . .	2152	1890	15.53	13.75	(+) 12.61	(—) 12.17
Gujarat . . . . .	475	498	3.43	3.62	(—) 12.04	(+) 4.84
Haryana . . . . .	80	78	0.58	0.57	(+) 21.21	(—) 2.50
Himachal Pradesh . . . . .	83	68	0.61	0.49	(+) 25.76	(—) 18.07
Karnataka . . . . .	500	377	3.61	2.74	(+) 32.98	(—) 24.60
Kerala . . . . .	887	478	6.40	3.48	(+) 15.65	(—) 46.11
Madhya Pradesh . . . . .	3866	3877	27.89	28.21	(+) 19.32	(+) 0.28
Maharashtra . . . . .	503	518	3.63	3.77	(—) 52.23	(+) 2.98
Orissa . . . . .	43	80	0.31	0.58	(—) 68.15	(+) 86.05
Punjab . . . . .	171	79	1.23	0.57	(+)106.02	(—) 53.80
Rajasthan . . . . .	760	1180	5.48	8.59	(—) 14.22	(+) 55.26
Tamil Nadu . . . . .	115	140	0.83	1.02	(—)18.44	(+) 21.74
Uttar Pradesh . . . . .	4102	4279	29.59	31.13	(—) 27.53	(+) 4.31
West Bengal . . . . .	2	33	0.01	0.24	(—) 66.67	(+)1550.00
Arunachal Pradesh . . . . .	2	—	0.01	—	—	—
Delhi . . . . .	3	3	0.02	0.02	(—) 78.57	—
Goa, Daman & Diu . . . . .	3	—	0.02	—	—	—
Pondicherry . . . . .	19	16	0.14	0.12	(+) 35.71	(—) 15.79
Total . . . . .	13,861	13,744	—	100.00	(—) 8.02	(—) 0.84

## ANNEXURE II

*State or UT-wise classification of percentage of atrocities on scheduled castes during 1980  
in relation to the total percentage of scheduled castes population*

Name of the State or UT.	Total population	SC population	Percentage of SC population to total SC population of the country	Number of atrocities reported during 1980						Percentages of total atrocity cases of the State to total atrocity cases reported in India
				Murder	Grievous hurt	Rape	Arson	Other offences	Total cases	
1	2	3	4	5	6	7	8	9	10	11
Andhra Pradesh	4,35,02,708	5,774,548	7.22	14	4	23	7	104	152	1.11
Bihar	5,63,53,369	7,950,652	9.09	57	178	89	296	1270	1890	13.75
Gujarat	2,66,97,475	1,825,432	2.03	11	55	10	21	401	498	3.62
Himachal Pradesh	34,60,434	769,572	0.09	—	4	—	4	60	68	0.49
Haryana	1,00,36,808	1,895,933	2.03	5	24	19	2	28	78	0.57
Karnataka	2,92,99,014	3,850,034	4.08	18	10	8	32	309	377	2.74
Kerala	2,13,47,375	1,772,168	2.21	6	18	3	18	433	478	3.48
Madhya Pradesh	4,16,54,119	5,453,690	6.08	68	351	123	207	3128	3877	28.21
Maharashtra	5,04,12,235	3,025,761	3.78	23	51	25	28	391	518	3.77
Orissa	2,19,44,615	3,310,854	4.01	3	10	10	11	46	80	0.58
Punjab	1,35,51,060	3,348,217	4.02	10	25	10	1	33	79	0.51
Rajasthan	2,57,65,806	4,075,580	5.01	35	168	63	67	847	1180	8.59
Tamil Nadu	4,11,99,168	7,315,595	9.01	1	4	2	8	124	139	1.02
Uttar Pradesh	8,83,41,144	18,548,916	23.02	236	489	149	282	3123	4279	31.13
West Bengal	4,43,12,011	8,816,028	11.01	9	2	8	6	8	33	0.24
Delhi	40,65,698	6,556,98	0.08	—	—	1	—	2	3	0.02
Pondicherry	4,71,707	721,921	0.01	—	—	1	—	15	16	0.12
Total	—	—	—	496	1393	544	990	10322	13745	—



# ANNEXURE III

*Number of murder cases against SCs reported during 1979 and 1980*

Names of States/UTs.	Number of cases reported during		% to total atrocity cases during		% of increase/decrease during
	1979	1980	1979	1980	
Andhra Pradesh . . . . .	13	14	3.36	2.82	(+) 7.69
Bihar . . . . .	48	57	12.40	11.49	(+) 18.75
Gujarat . . . . .	13	11	3.36	2.22	(—) 15.38
Haryana . . . . .	—	5	—	1.01	(+) —
Himachal Pradesh . . . . .	1	—	0.26	—	(—) —
Karnataka . . . . .	15	18	3.88	3.63	(+) 20.00
Kerala . . . . .	5	6	1.29	1.21	(+) 20.00
Madhya Pradesh . . . . .	54	68	13.95	13.71	(+) 25.93
Maharashtra . . . . .	12	23	3.10	4.64	(+) 91.67
Orissa . . . . .	3	3	0.78	0.60	—
Punjab . . . . .	18	10	4.65	2.02	(—) 44.44
Rajasthan . . . . .	11	35	2.84	7.06	(+)218.18
Tamil Nadu . . . . .	2	1	0.52	0.20	(—) 50.00
Uttar Pradesh . . . . .	191	236	49.35	47.58	(+) 23.56
West Bengal . . . . .	1	9	0.26	1.81	(+)800.00
Total . . . . .	387	496	100.00	100.00	(+) 2.33

# ANNEXURE IV

*Number of rape cases against SCs reported during 1979 and 1980*

Name of States/UTs.	Number of cases reported during		% to total atrocity cases during		% of increase/decrease
	1979	1980	1979	1980	1980
Andhra Pradesh . . . . .	14	23	3.30	4.23	(+) 64.29
Bihar . . . . .	79	89	18.63	16.36	(+) 12.66
Gujarat . . . . .	4	10	0.94	1.84	(+)150.00
Haryana . . . . .	20	19	4.72	3.49	(-) 5.00
Himachal Pradesh . . . . .	6	—	1.42	—	(-) —
Karnataka . . . . .	5	8	1.18	1.47	(+) 60.00
Kerala . . . . .	10	3	2.36	0.55	(-) 70.00
Madhya Pradesh . . . . .	96	123	22.64	22.61	(+) 28.13
Maharashtra . . . . .	19	25	4.48	4.60	(+) 31.58
Orissa . . . . .	1	10	0.24	1.84	(+)900.00
Punjab . . . . .	14	10	3.30	1.84	(+) 28.57
Rajasthan . . . . .	34	63	8.02	11.58	(+) 91.18
Tamilnadu . . . . .	—	2	—	0.37	(+) —
Uttar Pradesh . . . . .	122	149	28.77	27.39	(+) 22.13
West Bengal . . . . .	—	8	—	1.47	(+) —
Delhi . . . . .	—	1	—	0.18	(+) —
Pondicherry . . . . .	—	1	—	0.18	(+) —
Total	424	544	100.00	100.00	(+) 28.30

# ANNEXURE V

*Number of cases resulting in grievous hurt against SCs reported during 1979 and 1980*

Name of the States/UTs	Number of cases reported during		% of total atrocity cases during		% of increase/decrease
	1979	1980	1979	1980	
Andhra Pradesh	4	4	0.28	0.29	—
Bihar	185	178	13.00	12.78	(—) 3.78
Gujarat	49	55	3.44	3.95	(+) 12.24
Haryana	26	24	1.83	1.72	(—) 7.69
Himachal Pradesh	4	4	0.28	0.29	—
Karnataka	20	10	1.41	0.72	(—) 50.00
Kerala	38	18	2.67	1.29	(—) 52.63
Madhya Pradesh	394	351	27.69	25.20	(—) 10.91
Maharashtra	57	51	4.01	3.66	(—) 10.53
Orissa	1	10	0.07	0.72	(+) 900.00
Punjab	33	25	2.32	1.79	(—) 24.24
Rajasthan	124	168	8.71	12.06	(+) 35.48
Tamil Nadu	1	4	0.07	0.29	(+) 300.00
Uttar Pradesh	487	489	34.22	35.10	(+) 0.41
West Bengal	—	2	—	0.14	—
Total	1423	1393	100.00	100.00	(—) 2.11

# ANNEXURE VI

*Number of arson cases against SCs reported during 1979 and 1980*

Name of the States/UTs	Number of cases reported during		% of total atrocity cases during		% of increase/decrease
	1979	1980	1979	1980	
Andhra Pradesh . . . . .	5	7	0.49	0.71	(+) 40.00
Bihar . . . . .	337	296	33.33	29.90	(-) 12.17
Gujarat . . . . .	18	21	1.78	2.12	(+) 16.67
Haryana . . . . .	3	2	0.30	0.20	(-) 33.33
Himachal Pradesh . . . . .	1	4	0.10	0.40	(+) 300.00
Karnataka . . . . .	15	32	1.48	3.23	(+) 113.33
Kerala . . . . .	25	18	2.47	1.82	(-) 28.00
Madhya Pradesh . . . . .	178	207	17.61	20.91	(+) 16.29
Maharashtra . . . . .	35	28	3.46	2.83	(-) 20.00
Orissa . . . . .	7	11	0.69	1.11	(+) 57.14
Punjab . . . . .	3	1	0.30	0.10	(-) 66.67
Rajasthan . . . . .	58	67	5.74	6.77	(+) 15.52
Tamil Nadu . . . . .	—	8	—	0.81	(+) —
Uttar Pradesh . . . . .	326	282	32.25	28.48	(-) 13.50
West Bengal . . . . .	—	6	—	0.61	(+) —
Total . . . . .	1011	900	100.00	100.00	(-) 2.08

# ANNEXURE VII

*Atrocities classified under other offences reported during 1979 and 1980*

Name of States/UTs.	Number of cases reported during		% to total atrocity cases during		% of increase or decrease
	1979	1980	1979	1980	
Andhra Pradesh . . . . .	56	104	0.53	1.01	(+) 85.71
Assam . . . . .	3	—	0.03	—	(—) —
Bihar . . . . .	1503	1270	14.16	12.30	(—) 15.50
Gujarat . . . . .	391	401	3.68	3.88	(+) 2.56
Haryana . . . . .	31	28	0.29	0.27	(—) 9.68
Himachal Pradesh . . . . .	71	60	0.67	0.58	(—) 15.49
Karnataka . . . . .	445	309	4.19	2.99	(—) 30.56
Kerala . . . . .	809	433	7.62	4.19	(—) 46.48
Madhya Pradesh . . . . .	3144	3128	29.62	30.30	(—) 0.51
Maharashtra . . . . .	380	391	3.58	3.79	(+) 2.89
Orissa . . . . .	31	46	0.29	0.45	(+) 48.39
Punjab . . . . .	103	33	0.97	0.32	(—) 67.96
Rajasthan . . . . .	533	847	5.02	8.21	(+) 58.91
Tamil Nadu . . . . .	112	124	1.06	1.20	(+) 10.71
Uttar Pradesh . . . . .	2976	3123	28.03	30.26	(+) 4.94
West Bengal . . . . .	1	8	0.01	0.08	(+) 700.00
Arunachal Pradesh . . . . .	2	—	0.02	—	(—) —
Delhi . . . . .	3	2	0.03	0.02	(—) 33.33
Goa, Daman & Diu . . . . .	3	—	0.03	—	(—) —
Pondicherry . . . . .	19	15	0.18	0.15	(—) 21.05
Tota . . . . .	10,616	10,322	100.00	100.00	(—) 2.12

# ANNEXURE VIII

*Crime-wise break-up of atrocity cases against SCs during 1979 and 1980*

Nature of atrocity	Total number of cases reported during		% of increase/ decrease in 1980	% of crimes to total of 13745 cases of atrocities during 1980
	1979	1980		
Murder	387	496	(+) 2.33	3.61
Rape	424	544	(+) 28.30	3.96
Grievous Hurt	1423	1393	(-) 2.11	10.13
Arson	1011	990	(-) 2.08	7.21
Other cases	10616	10322	(-) 2.12	75.09
Total	13861	13745	(-) 0.84	100.00

## ANNEXURE IX

*Crime-wise classification of atrocity cases reported against Scheduled Castes during 1979 and 1980*

Name of States/UTs	Total number of cases reported						% of increase in 1980 over 1979					
	Murder		Rape		Grievous hurt		Murder	Rape	Grievous hurt	Arson	Other cases	Other cases
	1979	1980	1979	1980	1979	1980						
Andhra Pradesh . . .	13	14	14	23	4	4	(+) 7.69	(+) 64.29	—	(+) 40.00	+ 85.71	—
Assam . . . . .	—	—	—	—	—	—	—	—	—	—	—	—
Bihar . . . . .	48	57	79	89	185	178	(+) 18.75	(+) 12.66	(—) 3.78	(—) 12.17	— 15.50	—
Gujarat . . . . .	13	11	4	10	49	55	(—) 15.38	(+) 150.00	(+) 12.24	(+) 16.67	+ 2.56	—
Haryana . . . . .	—	5	20	19	26	24	(+) —	(—) 5.00	(—) 7.69	(—) 33.33	— 9.68	—
Himachal Pradesh . . .	1	—	6	—	4	4	(—) —	—	—	(+) 300.00	— 15.49	—
Karnataka . . . . .	15	18	5	8	20	10	(+) 20.00	(+) 60.00	(—) 50.00	(+) 113.33	— 30.56	—
Kerala . . . . .	5	6	10	3	38	18	(+) 20.00	(—) 70.00	(—) 52.63	(—) 28.00	— 46.48	—
Madhya Pradesh . . .	54	68	96	123	394	351	(+) 25.93	(+) 28.13	(—) 10.91	(+) 16.29	— 0.51	—
Maharashtra . . . . .	12	23	19	25	57	51	(+) 91.67	(+) 31.58	(—) 10.53	(—) 20.00	+ 2.89	—
Orissa . . . . .	3	3	1	10	1	10	(+) —	(+) 900.00	(+) 900.00	(+) 57.14	+ 49.39	—
Punjab . . . . .	18	10	14	10	33	25	(—) 44.44	(—) 28.57	(—) 24.24	(—) 66.67	— 67.96	—
Rajasthan . . . . .	11	35	34	63	124	168	(+) 218.18	(+) 91.18	(+) 35.48	(+) 15.52	+ 58.91	—
Tamilnadu . . . . .	2	1	—	2	1	4	(—) 50.00	(+) —	(+) 300.00	(+) —	+ 10.71	—
Uttar Pradesh . . . . .	191	236	122	149	487	489	(+) 23.56	(+) 22.13	(+) 0.41	(—) 13.50	+ 4.94	—
West Bengal . . . . .	1	9	—	8	—	2	(+) 800.00	(+) —	(+) —	(+) —	+ 700.00	—
Arunachal Pradesh . . .	—	—	—	—	—	—	—	—	—	—	—	—
Delhi . . . . .	—	—	—	1	—	—	—	—	—	—	— 33.33	—
Goa, Daman & Diu . . .	—	—	—	—	—	—	—	—	—	—	—	—
Pondicherry . . . . .	—	—	—	1	—	—	—	—	—	—	— 21.05	—
Total . . . . .	387	496	424	544	1423	1393	(+) 2.33	(+) 28.30	(—) 2.11	(—) 2.8	(—) 2.12	—

## ANNEXURE X

*Classification of States and UTs on the number of atrocities against SCs reported during 1980*

Number of atrocities	Number of States and UTs	Name of States and UTs
Upto 100 cases . . . . .	Five States and Two UTs	Himachal Pradesh, Haryana, Orissa, Punjab, West Bengal, Delhi and Pondicherry.
101 to 500 cases . . . . .	Five States	Andhra Pradesh, Gujarat, Karnataka, Kerala and Tamil Nadu,
501 to 1000 cases . . . . .	One State	Maharashtra
1001 to 2000 cases . . . . .	Two States	Bihar and Rajasthan
2001 to 3000 cases . . . . .	—	—
3001 to 4000 cases . . . . .	One State	Madhya Pradesh
More than 4000 cases . . . . .	One State	Uttar Pradesh

Minimum number of cases reported : 3 (Delhi)

Maximum number of cases reported : 4279 (Uttar Pradesh)



# ANNEXURE XI

*States or UT-wise classification of number of atrocity cases reported against Scheduled Tribes during 1979 and 1980*

Name of State/UTs	Total population	Total Scheduled Tribes population	% of Scheduled Tribes population to the total ST population on the country (38,015,162)	% of total atrocity cases of the State/UT of the total atrocities in the country (1980)	Number of atrocity cases reported during 1979-80		% of increase/decrease in number of cases during 1980
Andhra Pradesh . . . . .	4,35,02,708	1,657,657	4.36	0.88	13	14	(+)7.69
Bihar . . . . .	5,63,53,369	4,932,767	12.97	6.40	200	101	(—)49.50
Gujarat . . . . .	2,66,97,475	3,734,422	9.82	5.89	72	93	(+)29.16
Karnataka . . . . .	2,92,99,014	231,268	0.60	0.06	20	1	(—)95.00
Kerala . . . . .	2,13,47,375	269,356	0.70	0.19	33	3	(—)90.91
Madhya Pradesh . . . . .	4,16,54,119	8,387,403	22.06	52.53	1373	829	(—)39.62
Maharashtra . . . . .	5,04,12,235	2,954,249	7.77	9.25	181	146	(—)19.33
Orissa . . . . .	2,19,44,615	5,071,937	13.34	0.88	16	14	(—)12.50
Punjab . . . . .	1,35,51,060	—	—	2.59	3	41	(+)1266.66
Rajasthan . . . . .	2,57,65,806	3,125,506	8.22	19.51	205	308	(+)50.24
West Bengal . . . . .	4,43,12,011	2,532,969	6.66	0.76	—	12	(+) —
Arunachal Pradesh . . . . .	4,67,511	369,408	0.97	1.01	14	16	(+)14.28
Dadra and Nagar Haveli . . . . .	74,170	64,445	0.17	—	3	—	—
Goa, Daman & Diu . . . . .	8,57,771	7,654	0.02	—	1	—	—
Total	—	—	—	—	2134	1578	(—)26.05

## ANNEXURE XII

*Crime-wise break-up of atrocity cases against STs reported during 1979 and 1980*

Nature of crime	Cases reported during		Percentage of increase or decrease in 1980
	1979	1980	
Murder . . . . .	67 (3.13%)	70 (4.44%)	(+) 4.47
Violence . . . . .	196 (9.13%)	172 (10.90%)	(-) 11.79
Rape . . . . .	141 (6.60%)	193 (12.23%)	(+) 36.87
Arson or serious mischief in respect of property . . . . .	100 (4.68%)	122 (7.73%)	(+) 22.00
Other offences . . . . .	1631 (76.43%)	1021 (64.70%)	(-) 37.40
Total . . . . .	2134 (100.00%)	1578 (100.00%)	(-) 26.05

# ANNEXURE XIII

*Statement showing state and UT-wise progress of disposal of atrocity cases during 1980*

Name of the State/ UT	Previous cases brought forward by			Num- ber of cases regi- stered	Total column 4 & 5	Num- ber of cases charge- sheeted	Number of cases dispos- ed by courts			Number of cases pending at the end of the year		
	Police	Court	Total				Cases ending in con- viction	Cases ending in acquit- tal	Total	Police	Courts	Total
1	2	3	4	5	6	7	8	9	10	11	12	13
Gujarat . . . .	50	401	451	577	1028	567	60	577	637	—	331	331
Karnataka . . . .	173	162	335	377	712	423	2	5	7	123	578	101
Rajasthan . . . .	18	893	911	1177	2088	903	89	222	311	25	1485	1510
Andaman and Nico- bar Island . . . .	—	3	3	1	4	1	1	—	1	—	3	3
Total . . . . .	241	1459	1700	2132	3832	1894	153	804	957	148	2397	2545

There was discrepancy in figures furnished by Punjab, Himachal Pradesh and Delhi Admn. For rest of the States/UTs information was not received.

# ANNEXURE XIV

*Statement showing state or UT-wise progress of disposal of murder cases during 1980*

Name of States & UTs.	Cases brought forward from previous year			Number of fresh cases registered	Total of column 4 & 5	Number of cases charge-sheeted	Number of cases disposed by Courts			Number of cases pending at the end of the year with		
	Police	Court	Total				Cases ending in conviction	Cases ending in acquittal	Total	Police	Court	Total
1	2	3	4	5	6	7	8	9	10	11	12	13
Gujarat . . .	4	9	13	16	29	17	5	18	23	—	3	3
Himachal Pradesh .	—	—	—	2	2	1	—	—	—	1	1	2
Karnataka . . .	4	7	11	18	29	7	2	3	5	12	9	21
Punjab . . .	—	—	—	3	3	3	1	1	2	—	1	1
Rajasthan . . .	—	20	20	31	51	28	—	2	2	2	46	48
Andaman and Nicobar Islands . . .	—	—	—	—	—	—	—	—	—	—	—	—
Delhi Admn. . .	—	—	—	—	—	—	—	—	—	—	—	—
Total . . .	8	36	44	70	114	56	8	24	32	15	60	75

# ANNEXURE XV

*Statement showing State or UT-wise progress of, rape cases during 1980*

Name of States or UT	Number of cases brought forward from previous year			Number of fresh cases registered	Total column 4 & 5	Number of cases charge-sheeted	Number of cases disposed by Courts			Number of cases pending at the end of the year with		
	Police	Court	Total				Cases ending in conviction	Cases ending in acquittal	Total	Police	Court	Total
Gujarat . . .	2	9	11	16	27	17	5	16	21	—	5	5
Himachal Pradesh . .	2	—	2	7	9	4	1	—	1	4	3	7
Karnataka . . .	—	5	5	8	13	2	—	1	1	5	6	11
Punjab . . .	—	—	—	7	7	7	3	1	4	—	3	3
Rajasthan . . .	—	59	59	65	124	48	12	10	22	—	85	85
Andaman & Nicobar.	—	—	—	—	—	—	—	—	—	—	—	—
Delhi Admn. . .	—	1	1	1	2	—	—	—	—	1	1	2
Total . . .	4	74	78	104	182	78	21	28	49	10	103	113

## CHAPTER XII

### ADMINISTRATIVE MACHINERY CONCERNING THE SAFEGUARDS FOR AND DEVELOPMENT OF SCHEDULED CASTES AND SCHEDULED TRIBES

The Commission for SC & ST had sent a circular letter on 7-11-81 to the Chief Secretaries of the State Governments/U.T. Administrations with the request to furnish the information with regard to administrative machinery concerning the safeguards for and development of Scheduled Castes and Scheduled Tribes in their respective States/U.Ts for inclusion of the same in the Annual Report for the year 1980-81. The Commission regret to say that in spite of several reminders replies have been received till 15-3-1982 from the State Governments of Maharashtra and Karnataka and the Union Territory Administrations of Lakshadweep & Dadra and Nagar Haveli only. The Government of Meghalaya have sent partial information.

Besides, the SC & BCD and TD Divisions in the Ministry of Home Affairs were also requested by this Commission to furnish information relating to Special Component Plan for Scheduled Castes, Tribal Sub-Plan etc. The information supplied by the Ministry of Home Affairs are reflected in the foregoing paras in this Chapter.

The basic objectives to set up an administrative machinery by the Government for the welfare of SC & ST people have been enumerated in detail in the Annual Report of the Commission for SC & ST for the year 1979-80. Unless the Administrative Machinery is strengthened both at the Central and State levels, the multi-pronged development programmes meant for amelioration of the socio-economic condition of the Scheduled castes and Scheduled Tribes, the most vulnerable among the weaker sections of society, in relation to formulation, implementation, monitoring and evaluation of Tribal Sub-Plan, Special Component Plan for Sch. Castes, other special projects, like Micro Projects for the primitive tribes, Modified Area Development Programmes for the dispersed tribals outside the Sub-Plan areas may not be attended to and consequently these communities may not join the mainstream of national life in the foreseeable future.

#### *Tribal Sub-Plan*

The details of administrative set up at the Central and State levels had been extensively dealt in the Second Annual Report of the Commission.

The Tribal Sub-Plans for the areas of tribal concentration have been prepared in 17 States and 2 Union Territories. They are Andhra Pradesh, Assam, Bihar, Gujarat, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Orissa, Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh, West Bengal and Sikkim and Andaman & Nicobar Islands and Goa, Daman and Diu. Six States/U.Ts viz. Meghalaya, Nagaland, Arunachal Pradesh, Mizoram, Lakshadweep and Dadra & Nagar Haveli are declared as Tribal majority States/U.Ts and the remaining six States/ U.Ts viz., Haryana, Punjab, Jammu & Kashmir and Chandigarh, Delhi and Pondicherry are not having ST population. As many as 52 primitive tribal groups have been identified in 14 States/ U.Ts and 188 pockets of Tribal concentration (50% STs) as decided in the Sixth Five Year Plan have been identified in 8 States viz., Andhra Pradesh, Bihar, Gujarat, Madhya Pradesh, Maharashtra, Orissa, Rajasthan and Uttar Pradesh for development. Also the exercise of identifying the dispersed tribals outside the tribal sub-plan had been done in 14 States and 1 U.T.

The resources for the Sub-Plan comprise state Plan outlays, sectoral outlays in the Central Ministries, Special Central Assistance and institutional finance. As envisaged the Central Ministries were also required to quantify the flow of benefits from their programmes to the tribal areas.

The Prime Minister in her letter dated 12-3-1980 addressed to the Central Ministries laid stress on (a) quantification of funds (b) formulation of appropriate programmes and (c) suitable adoption of on-going programmes, while developing the tribal areas and tribal people. It has been reported in the Sixth Plan document that contributions from financial institutions and also from Central and Centrally Sponsored Schemes would be tapped more fully to promote tribal development. The Ministry of Home Affairs vide their letter dated 1-7-1980 requested the Central Ministries to exhibit the funds quantified under each scheme for tribal sub-plan area under distinct sub-heads in the budget of the Ministry on 14-5-81 the Ministry also convened a meeting of the representatives of some selected Ministries to discuss the role of each Ministry in

the preparation of Tribal Sub-Plan. It may not be out of place to mention that the progress of work done by Central Ministries was also discussed in the meeting of Members of Parliament (belonging to ST) on 30-10-1981. The meeting was particularly directed to defining clearly the role and contribution of Central Ministries towards tribal development. The Minister of State in the Ministry of Home Affairs desired that the Central Ministries besides throwing light on the three major issues mentioned in the Prime Minister's letter of 12-3-1980, should also take steps to exhibit funds quantified by each Ministry separately under sub-heads and creation of liaison cells in the concerned Ministries/Departments. It was felt in the meeting that all the concerned Central Ministries should convene meetings of representatives of the State Governments to thrash out the issues of tribal development. The Minister expressed a view that the responsibility of the Central Government in the field of tribal development out-weighed that of State Governments. Some Members expressed a view that despite instructions from the highest level, Central Ministries had not fulfilled their role to the expected extent. The Commission are happy to note that Ministry of Home Affairs has vigorously pursued with the various Central Ministries/Departments for quantification of funds for Scheduled Tribes, creation of monitoring/Liaison Cells, etc. for the welfare of SCs & STs. The available information shows that out of 56 Central Ministries/Departments only 11 Central Ministries/Departments have earmarked funds for Scheduled Tribes as detailed in the table below :

(Rs. in crores)			
Sl. No.	Name of the Central Ministry Department	Amount earmarked for Tribal Sub-Plan during	
		1979-80	1980-81
1	2	3	
1	Agriculture and Co-operation	1055.00	264.92
2	Education & Culture	328.00	191.00
3	Social Welfare	148.36	
4	Health & Family Welfare	972.86	1122.98
5	Irrigation	—	16.70
6	Shipping and Transport	850.00	1350.00
7	Rural Reconstruction	43.26	—
8	Energy (Deptt. of Power)	2800.00	—

The above clearly indicate that the funds quantified by some of the Ministries like Agriculture, Education and Health are very low and not at all in proportion to the percentage as recommended by the Home Ministry. Schemes

like horticulture, oil seeds had not been quantified at all. The funds quantified by the Ministry of Agriculture and Education during the year 1980-81 have decreased considerably when compared with 1979-80. No funds have been quantified by the Social Welfare, Rural Reconstruction and Energy Ministries/Departments for the year 1980-81. The quantification of funds have steadily stepped up by Health and Family Welfare, and Shipping and Transport Ministries.

The Tribal Sub-Plan is now under implementation for over seven years. The Commission, therefore, recommend that the Central Ministries/Departments which have not so far quantified funds even though they might be implementing some quantifiable schemes, should do so both as a matter of policy as well as for setting an example before the corresponding Departments in the State Governments.

The flow to Tribal Sub-Plan from the concerned State and Union Territory Plans is of the order of about Rs. 489 crores during 1980-81 as compared to about Rs. 390 crores for 1979-80. In arriving at this flow, the majority of the States followed in rationable of percentage of total population covered in the Sub-Plan area to the population of the State. The table below gives the percentage of the flow of State Plan outlays for 1979-80 and 1980-81.

Sl. No.	State/U.T.	Percentage of population of the Sub-plan Area to the total population of the States	Percentage flow of State Plan to Tribal Sub-Plan	
			1979-80	1980-81
1	2	3	4	5
1	Andhra Pradesh	4.11	3.49	4.58
2	Assam	12.47	6.01	7.08
3	Bihar	13.30	18.28	19.17
4	Gujarat	14.69	10.00	9.23
5	Himachal Pradesh	3.29	10.24	7.97
6	Karnataka	0.73	0.87	0.85
7	Kerala	0.54	0.94	1.09
8	Madhya Pradesh	25.41	15.16	15.23
9	Maharashtra	5.94	6.01	5.14
10	Manipur	32.43	40.67	33.89
11	Orissa	28.37	27.86	34.23
12	Rajasthan	8.14	12.12	11.43
13	Tamil Nadu	0.53	0.74	0.68
14	Tripura	31.62	30.39	24.01
15	Uttar Pradesh	0.02	0.07	0.07
16	West Bengal	3.36	3.70	3.48

An analysis of the above table reveals that while the percentage of flow of State Plan to Tribal Sub-Plan has increased in 1980-81 over 1979-80 in respect of States of A.P., Assam, Bihar, Kerala, M.P., and Orissa, it has slightly come down in respect of Gujarat, Himachal Pradesh, Karnataka, Maharashtra, Manipur, Rajasthan, Tamil Nadu and West Bengal. It remained static for Uttar Pradesh. It is inferred that in respect of Bihar, Himachal Pradesh, Karnataka, Kerala, Manipur, Orissa, Rajasthan, Tripura, U. P., and West Bengal, the percentage flow to Tribal Sub-Plan is more than the percentage of the population of the Sub-Plan area to the total population of these States. The Commission, therefore, recommend that the State Government should provide funds not only according to the percentage of the population of Scheduled Tribes in the Sub-Plan area but also according to the backwardness of the area. The accent of the approach should not be only to raise the Sch. Tribe families above the poverty line but also to raise the economy of these families substantially.

A perusal of the Statement at *Annexure I* on the scheme-wise distribution of Tribal Sub-Plan (flow from State Plan) shows that the State Government of Assam has not provided any funds under the head 'Irrigation' for Tribal Sub-Plan. Similarly the State Governments of M.P., and West Bengal have also not indicated any flow from the State Plan in respect of important programmes like Village and Small Industries while the percentage of flow from State Plan to Tribal Sub-Plan for this scheme varies between 0.13% to go 4.55% in respect of the State Governments of Andhra Pradesh, Assam, Bihar, Gujarat, H. P., Maharashtra, Orissa, Rajasthan and Tripura. There are no two opinions about the fact that the development of the traditional village and Small Scale Industries/Crafts of the tribals in the Sub-Plan areas will go a long way in strengthening the economy of the tribals and producing the desired economic resistance and self sufficiency among them.

The Commission recommend that (i) institutional finance has still to come in and play the role required of it, particularly in the context of beneficiary-oriented planning, (ii) States have to bring the financial institutions into the implementational frame-work, (iii) monitoring system on sound lines should be set up from grass-root levels upwards (*i.e.* from Panchayat level and Block Level to State Level) and (iv) independent evaluation should become indispensable feedback for policy formulation. As regards institutional finance the Ministry of Finance through the Reserve Bank of India has to ensure implementation of Policy guidelines already issued by the Reserve Bank of India.

#### *Development of Primitive Tribes*

There are 52 extremely backward Scheduled Tribe communities styled as Primitive Tribes

in the States of Andhra Pradesh (3), Bihar (9), Gujarat (3), Karnataka (2), Kerala (2), Madhya Pradesh (4), Maharashtra (3), Orissa (9), Rajasthan (1), Tamil Nadu (6), Tripura (1), Uttar Pradesh (1) and West Bengal (3) and the U. T. of Andaman & Nicobar (5).

The Commission now understand from the Govt. of Karnataka that a Special Officer designated as Officer on Special Duty for the Primitive tribe of Jenu Kuruba, (estimated population 14,680) which was considered to be at extremely under-developed stage, by the Scheduled Area and Scheduled Tribe Commission, has been appointed to look after their development. The information from the other State Government/U.T. Administrations is not available. Hence the Commission are not able to say anything about them. However, the Commission strongly feel that the State Governments/U.T. Administrations (excepting Karnataka) should appoint a Special Officer to Primitive Tribes at the Headquarters so that they acquire necessary expertise on the development of these communities.

The Commission are also aware that the development of extremely under developed tribal communities involves strains and stresses resulting from clash between the traditional values and modern culture. It is of utmost importance that their development should be slow and in conformity with their way of life. The Commission also consider as desirable that a stock taking of the developmental efforts taken so far should be undertaken by the Tribal & Harijan Research Institutes in the country so that proper remedial measures may be taken.

Some other useful recommendations were made for the development of Primitive Tribes in the last Annual Report. The Commission reiterate those recommendations.

#### *Budgetary Procedures (Tribal Sub-Plan) Government of India*

The Ministry of Home Affairs, Government of India *vide* O. M. No. BC.14011/1/78-TD dated 12-1-1978 has requested all the development Ministries of Central Government to earmark the provisions relating to Schemes in Tribal Areas by opening of a distinct Sub-head in the Budget grant of Central Ministries for outlays earmarked for Tribal Areas. In pursuance of the above O. M. the Ministry of Agriculture & Co-operation, Ministry of Education & Culture, Ministry of Social Welfare, Ministry of Health & Family Welfare, Ministry of Irrigation, Shipping & Transport, Ministry of Rural Reconstruction & Ministry of Energy (Department of Power) have so far quantified funds for Sch. Tribes from the general sector.

The Ministry of Finance as well, has *vide* O.M. No. F-2(95)-B(PB)/81, dated 15-8-1981 addressed to different Ministries, emphasised the need to classify the expenditure under distinct sub-heads in Budget and Accounts to make



the task of monitoring the progress of the schemes in financial and physical terms *vis-a-vis* Budget/ targets easier.

The Commission recommend that the Ministries/ Departments which have not earmarked the outlays for tribal areas by opening separate sub-head in the budget grant of the concerned Ministries/ Departments may take necessary steps to do so now, without any further delay.

### *Monitoring and Evaluation Central Level*

The Ministry of Home Affairs is the nodal Ministry for overall policy, planning and coordination of programmes of development for Scheduled Castes and Scheduled Tribes. In regard to sectoral programmes and Schemes of development of these communities, policy, planning, monitoring, evaluation etc. and also their co-ordination will be the responsibility of the concerned Central Ministries/ Departments, State Governments/ U. T. Administrations. Each Central Ministry and Department will be the nodal Ministry/ Department concerning its sector.

The Ministry of Home Affairs with a view to giving effective and proper monitoring at Central Level have created Monitoring Cells, one each in the T. D. Division for Sch. Tribes and SC & BCD Division for Sch. Castes in the Ministry by appointing two Joint Directors, two Research Officers and four Senior Investigators. The selection of officers has already been completed and the respective incumbents are expected to assume duty shortly during 1982-83.

The Commission are of the considered view that apart from monitoring the performance of Component Plan Scheme there is need for centralised monitoring of the programmes concerning the Social Legislations benefiting the Sch. Castes/Sch. Tribes. The Commission, therefore, recommend that the Monitoring Cells set-up by the Ministry of Home Affairs should be suitably strengthened and geared with a view to properly monitoring the performance of social legislation like Minimum Wages Act in so far as it relates to Agricultural labourers, Land Reforms, Debt Relief Legislations, Bonded Labour System Abolition Act, etc. The concerned Ministries/ Departments should ensure regular flow of feed-back data to the Ministry of Home Affairs in this connection.

In the meeting of some of the selected Ministries and Members of Parliament belonging to Sch. Tribes held on 30-10-1981, the Minister of State for Home Affairs desired that Liaison Cells should be created in all the concerned Ministries and Departments. The National Council of Educational Research and Training in the Ministry of Education had set up a Special Cell for monitoring and looking into curriculum problems for tribals. A cell is to be created

in the Ministry of Rural Reconstruction for IRDP, NREP, etc. A Special Cell for SCs & STs headed by a Commissioner had been in existence for some time in the Ministry of Agriculture, while a cell has already been opened in the Ministry of Health on 6th July 1981 and two Development Commissioners in-charge of Handlooms and Handicrafts had been designated as Liaison Officers in the Ministry of Commerce.

The Commission recommend that all other Central Ministries/ Departments implementing schemes for the welfare of SCs & STs should create monitoring Cells/ Liaison Cells early as requested by the Ministry of Home Affairs.

The Commission also hope that these cells will not only do concurrent monitoring but also periodically evaluate the working of poverty eradication programmes.

The Commission understand that the N. E. Council has decided to create adequate facilities for statistical training to personnel working in the various Departments of the State Governments and U. T. Administrations in the N. E. Region from 1982-83. The Commission recommend that with a view to equipping the personnel in-charge of implementation, monitoring and evaluation of development programmes under the Tribal Sub-Plan and Special Component Plan for Scheduled Castes, the Ministry of Home Affairs would do well to prepare suitable guidelines for the assistance of the State Governments.

These guidelines should, *inter-alia*, provide for arrangement of refresher courses, seminars and workshops to the development, monitoring & evaluation machineries at the various levels in the Central Ministries, State Governments/ U. T. Administrations.

### *State Level*

In the broad concept monitoring will not only include the quantitative appraisal of performance in relation to targets fixed/achieved but also qualitative assessment as to whether the objectives of programmes/schemes are being fulfilled, or likely to be fulfilled. This will thus, include the concurrent evaluation of the programmes/projects as well. Since the monitoring is an effective tool of planning and implementation it is essential that schemes/programmes planned should be properly implemented in the right direction in order to accomplish the set goals. The Special Component Plan being a new approach, the follow-up of the programmes has to be pursued meticulously from the very beginning both administratively and technically. It is thus essential to have a strong mechanism at State, District and Block levels for watching the progress of expenditure and physical achievements under different schemes included in the Special Component Plan.

The information available in the Commission indicates that no action has been taken in this regard by the States of Assam, Haryana, Karnataka, Madhya Pradesh, Orissa, Punjab, Tamil Nadu, Tripura, and U. T. of Chandigarh. The State Governments of Andhra Pradesh, West Bengal have made arrangements required for monitoring and evaluation. The Government of Gujarat have recently created a monitoring cell headed by an Under Secretary.

The Commission recommend that the State Governments which have not taken steps for monitoring and evaluation should set up a separate evaluation and monitoring cell at all the basic levels of implementation to ensure the flow of funds and proper implementation of various schemes.

### *Personnel Policy*

A mention of the recommendations made by the Maheshwar Dayal Committee in their Report has been made in the last Annual Report. The Commission now understand that the recommendations made by the Committee were forwarded by the Ministry of Home Affairs during February, 1980 to the State Governments for suitable action. The Commission understand that the State Governments have not so far indicated clearly their views on the various recommendations to the above Committee. The Commission reiterate that the concerned State Governments should clearly indicate their views to the Ministry of Home Affairs so that the working of the Tribal Sub-Plan gets the required momentum.

The Commission also feel that there should be some clear-cut personnel policy with regard to the implementation of Special Component Plan particularly in the areas where the Sch. Castes concentration is 20% or more.

### *Seventh Finance Commission*

The Seventh Finance Commission Award (1979-84) relates to the allocation of funds to the 13 States, regarding grant of Compensatory Allowance (Rs. 29.31 crores) and construction of residential quarters for transferable Government employees posted in the tribal areas, (Rs. 13.32 crores), a mention of which has been made in the last Annual Report. It is now understood that the Ministry of Home Affairs have issued administrative sanctions for release of funds for the purpose in respect of above States. The Commission no doubt appreciate the fact that the Grant of Compensatory Allowance and residential accommodation to the transferable Govt. employees working in the tribal areas will go a long way in making their working conditions attractive and thereby induce them to stay on in these areas. However, the Commission feel that an unbiased assessment should be made by independent research organisations at the Central as well as State levels in

the concerned States with a view to assessing the utility of the Award made by the Seventh Finance Commission.

The Commission observe that the Award is not applicable to the States of Gujarat, Karnataka & Maharashtra where the percentage of population of the Sub-Plan area to the total population is 14.69, 0.73 and 5.94 respectively. Perhaps it has been made out that the economy of these States being better they are not entitled to receive any financial assistance for the above purposes. The Commission are aware that some of the most backward primitive tribal groups inhabit the areas of Karnataka which are continuous to the borders of Kerala & Tamil Nadu. Similarly Gujarat and Maharashtra have also a strong case for assistance with a view to making the working conditions of the transferable Government employees in the tribal areas more attractive. The Commission, therefore, strongly feel that the Ministry of Home Affairs should prepare a strong case for submission to the Eighth Finance Commission for grant of Special incentives in the form of the Compensatory Allowance, residential accommodation etc. to the State Governments of Gujarat, Karnataka and Maharashtra for their employees working in the tribal areas.

### *Administrative set up for the implementation of Special Component Plan*

One of the important points/guidelines issued to the State Governments/U.T. Administrations implementing the Special Component Plan include arrangements and systems for distribution of family coverage and other physical as well as financial targets among the different sectoral programmes. There should be a well built set up under each department with clear guidelines for implementation and fixing proper responsibilities for implementation to all the Heads of Departments at District Level, Block Level and Field Level. The strengthening of administrative mechanism especially at district level and field level for ensuring satisfactory implementation and timely remedial measures had been specifically emphasised. Arrangements and systems for tie-ups between the various concerned departments and the Sch. Castes Development Corporations, Banks and other Financial Institutions have also been highlighted in the guidelines.

The importance and necessity for the implementation and watching utilization of funds under Special Component Plan has been emphasised in the Commission's Annual Report for the year 1979-80. The details of Administrative set-up adopted by the Governments of Bihar, Gujarat, Kerala, Maharashtra, Rajasthan, U.P. and West Bengal have been discussed in the Chapter, "Special Component Plan for Scheduled Castes", and therefore, need not be repeated here.

The Government of U. P. has taken necessary steps in creating suitable administrative machinery for the formulation, implementation, monitoring, evaluation, and review of the Special Component Plan. An officer has been nominated by every Department at the State level with a view to ensuring that the Special Component Plan is properly implemented and the flow of benefits to the Scheduled Castes beneficiaries is ensured.

At the State level, a High Power Monitoring Committee was constituted in November, 1981 under the Chairmanship of the State Minister of Harijan & Social Welfare. Further a review Committee headed by the Chief Secretary and Heads of Development Departments as Members has been formed. Similar Review Committees have been set up at the Divisional level and the District level, headed by the Revenue Divisional Commissioner and District Magistrate respectively.

The Administrative set-up of the nodal Departments i.e. the Harijan & Social Welfare Department at the District level has been strengthened by creating the post of Additional District Development Officer (Harijan Welfare) in each district. The Additional District Development Officer (Harijan Welfare) ensures inter-linking of various programmes, particularly with the activities of U. P. Scheduled Castes Finance & Development Corporation and also to ensure interdepartmental co-ordination. He will as well ensure that linkages of various programmes are established with the banks in respect of the schemes involving Scheduled Castes.

The Government of Uttar Pradesh has designated A.D.D.O. (Harijan Welfare) as the District Manager of the Scheduled Castes Finance & Development Corporation. Suitable financial powers of sanction and release of margin money loan and subsidy of these schemes costing upto Rs. 12,000 on behalf of the said Corporation have been delegated to him.

The Commission understand that the various Development Departments of State Governments of Andhra Pradesh, Bihar, Gujarat, Himachal Pradesh and Rajasthan also have made arrangements to review the progress achieved in the implementation of the Special Component Plan. However, the Commission recommend that these State Governments as well as the other State Governments which have not so far made any administrative arrangements for the review of the Component Plan should suitably examine the frame work of Uttar Pradesh Government and as far as possible adopt the same with local modifications.

#### *Special Component Plan*

The table below gives the percentage of population of Scheduled Castes, the percentage of flow of total plan outlays 1979-80 and 1980-81 for

the Special Component Plan in respect of the States/ U.Ts which have started implementing the Special Component Plan.

#### *Percentage of flow of Special Component Plan outlay*

Sl. No.	Name of the State/UT.	Percentage of Sch. Castes population	Percentage of Component Plan to total plan outlay	
			1979-80	1980-81
1	2	3	4	5
1	Andhra Pradesh .	13.37	6.86	8.96
2	Assam . . .	6.24	1.39	0.88
3	Bihar . . .	14.88	2.66	7.60
4	Gujarat . . .	7.08	2.31	4.54
5	Haryana . . .	18.89	2.62	11.40
6	Himachal Pradesh	23.34	4.83	7.54
7	Karnataka . . .	14.60	14.25	15.89
8	Kerala . . .	9.38	4.14	6.33
9	Madhya Pradesh .	13.81	3.15	3.84
10	Maharashtra . .	6.30	3.84	2.58
11	Manipur . . .	1.53	1.25	0.65
12	Orissa . . . .	15.07	2.20	6.40
13	Punjab . . . .	24.71	2.29	9.52
14	Rajasthan . . .	16.36	2.67	12.01
15	Tamil Nadu . . .	17.81	N.A.	16.47
16	Tripura . . . .	12.39	4.36	4.47
17	Uttar Pradesh . .	21.62	3.65	6.55
18	West Bengal . .	20.09	6.33	6.70
19	Pondicherry . . .	15.46	10.52	10.00
20	Delhi . . . . .	15.64	N.A.	8.67
21	Chandigarh . . .	11.42	N.A.	—

The flow includes only the divisible resources of various sectoral departments, since it is genuinely not possible to quantify indivisible benefits like power generation, Major Irrigation Projects, Hospitals, Roads, etc. The comparative percentage flow for 2 years has been given to indicate the percentage of increase/decrease in the flow during 1980-81 when compared with the previous year. An analysis of the above table reveals that the percentage of flow has decreased from 1.39% to 0.88% for Assam, from 3.84% to 2.58% for Maharashtra, from 1.25% to 0.65% for Manipur and from 10.52% to 10% in case of Pondicherry. The percentage of flow for the year 1979-80 in respect of States of Tamil Nadu and Delhi and Union Territory

of Chandigarh are not available. In respect of the 14 other States/U.Ts for which the information is available in the above table, it has been observed that there has been considerable push of flow of sectoral funds during 1980-81 when compared with the previous year. However, it has been observed that in respect of the State of Karnataka, only the percentage of sectoral flow during 1980-81 was more than the percentage of SC population. The position is quite satisfactory in respect of Tamil Nadu also where the percentage of flow to 1980-81 Component Plan, almost corresponds with the SC population of the State. The Commission, therefore, recommend that the State Governments should make concerted efforts to increase the percentage of flow to the Component Plan in such a way that all the divisible schemes are reflected in the Component Plan of the States. The Special meeting of the State Planning Boards may be convened by the Chief Ministers with a view to ensuring that the sectoral flows to the Component Plan not only correspond with the percentage of population of the Scheduled Castes but additional resources are provided by certain Departments like, Industries, Education, minor Irrigation, Agriculture, Horticulture, Soil Conservation and such other Departments, with a view to augmenting income generating capacity of the SCs who are on the poverty line. This will incidentally make good the backlog of their development as also be a fitting compensation to these communities who have suffered for centuries on account of social and economic disabilities.

The Sixth Plan aims at bringing 50% of Scheduled Castes families above the poverty line. The Commission are not aware whether any arrangement has been made by the Planning Commission & the Ministry of Home Affairs of the Union Government and the corresponding Departments in the State Governments/U.T. Administrations to measure in quantitative terms the economic assets created by the programme of Component Plan and the per capita income generated on account of the implementation of the Special Component Plan. The Commission recommend that such an exercise should be taken up immediately by the Central/State Governments/U.T. Administrations so that suitable lessons are drawn from the efforts made in this direction.

#### *Jammu & Kashmir*

The State Government could not prepare the Special Component Plan for Scheduled Castes during 1980-81. The population of Scheduled Castes in the State is 3.81 lakhs. The Sch. Castes are concentrated in the Jammu Division of the State and 90% of the Sch. Caste population lives in the three districts of Jammu, Kathua & Udhampur of the division. It is, therefore, all the more necessary that the Planning and the Social Welfare Departments should follow

in line with the other States by preparing a component plan for the Sch. Castes of the State. The Commission are happy to know that the Ministry of Home Affairs have been pressing upon the State Government to prepare a workable document on Component Plan on the lines of the one prepared by the Government of Himachal Pradesh, copy of which has been sent to the State Government for reference. The Commission hope that the State Government would take early steps in formulating the Component Plan and take necessary follow up steps like constitution of Review Committees and creation of suitable monitoring support at the State level, District Level and Block Level so that the implementation of the programme becomes meaningful.

#### *Budgetary Procedures (Special Component Plan)*

Special Component Plan for Scheduled Castes being a new concept, a beginning was made in 1979-80 and now it has become a part of the plans of the States/U.T. But under the existing procedure of showing the budget provisions under the concerned programmes/activities, it is noticed that there is no effective mechanism for ensuring that the monitoring of the actual expenditure incurred under the funds earmarked for Special Component Plan are not diverted to other schemes in the general sector. The Ministry of Home Affairs after having consulted the Ministry of Finance, Controller General of Accounts and Comptroller & Auditor General of India have decided that the expenditure in respect of Special Component Plan will be classified under the existing Sub-heads with the nomenclature "Special Component Plan for Scheduled Castes". Accordingly the Ministry of Home Affairs have issued instructions containing different 'Minor Heads' under which sub-heads for the Special Component Plan are to be opened, to all the Finance Secretaries of the State Governments/U.T. Administrations implementing the Special Component Plan. In respect of the programmes of a general nature which could not be specified under any of the existing functional major/sub-major heads of accounts, the assistance to be earmarked shall be accounted for under the Major Head-288 Social Security and Welfare-C-Welfare of Scheduled Castes. Further, the Ministry has, *inter-alia*, informed the State Finance Secretaries *vide* No.14011/8/79-SCBCD-III dated 21-1-1982 that as the nomenclature of the sub-heads has been prescribed by the Ministry of Finance (Department of Expenditure) and Controller General of Accounts on the advice of the Comptroller and Auditor General of India, under Article 150 of the Constitution, there is no need to refer each case to the Controller General of Accounts, Department of Expenditure, Government of India for approval.

The information received from 17 States and 1 Union Territory for the year 1980-81 indicates

that no action has been taken by 12 States viz. Assam, Gujarat, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Tamil Nadu, Tripura and the Union Territory of Chandigarh. It was mentioned in the Commission's Annual Report for 1979-80 that except Uttar Pradesh & Kerala, no State/U.T. had separate budget Sub-Head for indicating the expenditure under the Special Component Plan. The State Governments of Bihar, Andhra Pradesh, Punjab and West Bengal have reported that, the matter is under active consideration.

#### *Scheduled Castes Finance & Development Corporation*

According to the directives given by the Ministry of Home Affairs stressing the dire need and the important role to be played by the SC Finance and Development Corporation, 17 States namely Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Himachal Pradesh, Karnataka, Kerala, Maharashtra, Madhya Pradesh, Punjab, Orissa, Rajasthan, Tripura, Tamil Nadu, Uttar Pradesh and West Bengal have set up the Sch. Castes Finance and Development Corporations. Assistance to the share capital (in the ratio of 49:51) is being given by the Government of India since 1978-79. These Corporations have become the most important organisations of the State Government Departments concerned with the development of Sch. Castes in providing financial assistance. The details of performance of these corporations have been discussed in the Chapter "Special Component Plan for Scheduled Castes" which indicate that these Corporations are yet to assume greater significance and pivotal role to play in pulling out the Sch. Castes who are below the poverty line. This may be due to the fact that majority of these Corporations are still in infancy. The States of Jammu & Kashmir, Manipur which are having good percentage of Sch. Castes population have not yet set up Corporations for the development of Sch. Castes ; but the J & K Government have agreed in principle, to set up one.

The Sch. Castes Development & Finance Corporation working in Bihar, Himachal Pradesh, Karnataka, Maharashtra, West Bengal, Haryana and Gujarat have extended their administrative set up upto the district level. Five Regional branches have been opened at Trivandrum, Kottayam, Trichur, Palghat & Coimbatore while in Orissa the branches are at Puri, Cuttack, Balasore, Denkanal and Sambalpur. In Punjab, only six Enforcement Officers and twelve field officers have been appointed at the field level. The field level staff working in Gujarat, Punjab, Kerala and Orissa appear to be insufficient and is far from effective in view of the pivotal role and catalytic functions entrusted to these Corporations after launching of the Special Component Plan for Sch. Castes. The Commission are, therefore, of the view that at the district level there should be an effective administrative set up for implementation of the

economic development schemes, to keep fair liaison with the District level departments, financial institutions for expediting scrutiny of applications and getting loans sanctioned, to give sufficient publicity in the villages of the schemes run by the Corporations and to have post verification follow-up of the beneficiaries and to give necessary guidance/advice to the Sch. Castes beneficiaries. The field level staff should be given special extension training in recognised training Institute.

In order to make the field staff more mobile, the Commission recommend that they should be provided vehicles if possible or atleast Motor Cycles to make them handy to the beneficiaries and the concerned banks and district level offices.

#### *Annual Report 1980-81 of the Ministry of Home Affairs*

A perusal of the Annual Report of the Ministry of Home Affairs for 1980-81 shows that the problems of SCs & STs such as atrocities against the Scheduled Castes & national integration have been given in Chapter "Law and Order" whereas a separate Chapter has been allotted on "Development of SCs & STs and other Backward Classes".

However, it has been found that no mention has been made about the activities of the Commission for SCs and STs. The Commission feel that a Special mention may be made of the functions assigned to the Commission and the work done by the Commission during the year under report.

The Commission are happy to note that vide Notification No. D.O.C. No. CD-93/82 dated 23-1-1982 the President has amended the Government of India Business Rules, 1961. In so far as the development of SCs & STs are concerned, amended rules, *inter-alia* provide that the Ministry of Home Affairs will be the nodal Ministry of over-all policy, Planning & Monitoring, Evaluation etc. as also their co-ordination will be the responsibility of the concerned Central Ministries, State Governments and Union Territory Administrations. Each Central Ministry and Department will be the nodal Ministry or Department concerning its sector.

The Commission also appreciate the decision of the Govt. of India to the effect that the Annual Administration Reports of all Ministries/Departments should contain a Chapter on the problems concerning the SCs & STs. The Commission hope that the working of the Special Component Plan, Tribal Sub-Plan, P.C.R. Act, enforcement of Reservation Orders in services & Posts etc. will get adequate coverage in the Annual Administration Reports of the concerned Ministries/Departments.

#### *Protective measures*

##### *Karnataka :*

(a) *Revenue Policy* : Action is being taken to evict the unauthorised encroachers of triba

lands by conducting the survey of those lands and making boundaries. Records are also being built up whenever necessary. According to reports, in about 14 taluks of the Tribal Sub-Plan area the survey work has been completed.

The Tribals are exempted from paying any charges towards the survey and demarcation of their lands.

Alienation of lands granted to tribals has been prohibited under the Karnataka Sch. Castes and Sch. Tribes (Prohibition of transfer of certain lands) Act, 1978. Action is being taken to resume and restore the alienated granted lands to the original grantees. So far, about 2000 cases have been booked and about 100 acres of land have been ordered to be restored to the tribals. The Commission feel that the information is scanty as it does not give the number of tribals involved whether the involved tribals have got back their alienated land completely or still some chunks of land is under the illegal occupation of the non-tribals. The Govt. of Karnataka should furnish the above information.

(b) *Forest Policy*: Action is being taken by the State Government to raise minor forest produce yielding and timber plantations so that the usufructs thereon go as to tribals to strengthen their economy. Forest based Industries are also being established to promote the skills of the tribals, provide them employment and impart them training. Tribal Co-operative Societies

(LAMPS) have been allowed to collect minor forest produce by taking lease on concessional rate, the concession being 17-1/2% of the total estimated lease value. The Govt. of Karnataka is also proposing to convert forest villages into Revenue villages, and extend all developmental activities to such villages. Four Labourer's Co-operative Societies have been proposed to be established to eliminate forest contractors who exploit the tribals.

(c) *Excise policy* : Department of Social Welfare have sent proposals to the Govt. of Karnataka to abolish liquor shops in tribal areas. Action is also being taken to intensify the activities of "Temperance" Programme in Tribal Areas, to wean the Tribals away from the consumption of liquor.

(d) *Credit policy* : LAMP Societies are providing credit facilities to the tribals in the Tribal Sub-Plan area and there are 11 LAMPS functioning in the State. The Govt. have been requested to channelize the D.R.I. loans of Commercial Banks through LAMP Societies so that the farthest and remotest of the tribal areas are also benefited.

LAMPs have been advised to satisfactorily perform the credit functions and eliminate the Money Lenders from the picture of Tribal economy.

The Commission regret to say that the other State Governments having Sch. Tribes have not furnished the information.

**ANNEXURE I**  
**Percentage Distribution of 1980-81 Tribal Sub-Plan (Flow From State Plan)**

Sector/State	Andhra Pradesh	Assam	Bihar	Gujarat	H.P.	M.P.	Maharashtra	Orissa	Rajasthan	Tripura	West Bengal	Grand Total
1	2	3	4	5	6	7	8	9	10	11	12	13
<b>I. Agriculture &amp; Allied Services—</b>												
(i) Agriculture including Horticulture . . . . .	0.52	8.56	3.60	8.80	6.14	3.06	0.99	5.15	2.04	6.28	4.85	4.02
(ii) Minor irrigation . . . . .	3.22	11.70	9.36	7.29	5.16	21.53	6.90	4.40	1.44	5.45	5.14	9.01
(iii) Soil & Water Conservation . . . . .	0.22	1.50	1.31	2.54	1.53	2.28	0.51	0.69	0.26	6.39	1.89	1.42
(iv) A. H. and Dairy Development . . . . .	0.44	3.50	1.03	2.73	1.39	1.26	2.71	0.49	1.31	5.03	1.36	1.48
(v) Fisheries . . . . .	0.04	0.64	0.31	1.05	0.28	0.44	0.46	0.36	0.08	2.20	0.18	0.45
(vi) Forests . . . . .	2.61	—	1.86	7.89	4.88	3.13	1.67	0.95	0.71	5.65	6.33	2.71
(vii) Others . . . . .	13.15	5.99	4.18	6.01	7.39	7.32	20.98	1.62	5.53	3.25	0.70	6.95
<b>Total I (Agriculture and Allied Services)</b> . . . . .	20.21	31.08	2.65	36.32	26.78	39.03	34.22	13.31	11.38	34.24	29.45	26.03
<b>II. Cooperation . . . . .</b>	1.66	5.35	1.97	3.57	2.23	2.81	2.69	1.42	1.00	2.51	0.89	2.24
<b>III. Water and Power Development—</b>												
(i) Irrigation . . . . .	19.25	—	24.16	17.50	0.70	13.41	17.10	24.28	35.65	0.21	22.53	20.02
(ii) Fld. Control . . . . .	—	—	—	—	0.28	—	—	—	—	0.21	4.85	0.19
(iii) Power (REC) . . . . .	23.56	10.70	11.95	20.69	11.78	12.35	8.04	44.87	30.67	0.42	—	18.20
<b>Total—Water and Power Development . . . . .</b>	42.81	10.70	36.11	20.27	15.56	25.75	25.14	69.76	66.32	0.84	27.83	35.41
<b>IV. Ind. &amp; Minerals—</b>												
(i) Large and Medium Ind. . . . .	1.26	—	0.94	—	0.28	1.39	—	0.81	1.36	—	—	0.77
(ii) Village and Small Ind. . . . .	0.44	3.35	1.65	4.55	2.09	—	0.13	0.68	0.68	2.20	—	1.20
(iii) Mining . . . . .	—	—	0.49	—	0.28	0.42	—	0.43	3.30	—	—	0.53
<b>Total—Ind. &amp; Minerals . . . . .</b>	1.70	3.35	3.09	4.55	2.65	1.81	0.13	1.91	5.35	2.20	—	2.49





## CHAPTER XIII

### RESEARCH, APPRAISAL AND TRAINING

Research is an essential and inseparable component for any process of planned development. As scientific research, or an enquiry after/for into facts, it is an endeavour to collate available facts or to discover new ones by a scientific study of a subject. As such, it is vital as an aid to planners, administrators, social scientists and social workers alike. Systematic studies, both theoretical and operational, are useful in the process of planning and implementation. Such studies also sensitise to social, economic and cultural problems of beneficiaries. Appraisal also, being objective and scientific and refined in technique, in assessing development schemes for peoples' welfare, is important. It mirrors the impact on the claintals, the process of implementation and the achievements and short-comings of these development programmes.

The Commission attaches much importance to research on various aspects of the Scheduled Castes and Scheduled Tribes to give an impetus to their social, economic and cultural development.

#### *The Approach and Achievement Level*

Most research studies initiated in the Commission during July, 1978—March 1979 (Report I) dealt initially on important welfare schemes and the problem of untouchability. In the following year i.e. April 1979—March, 1980 (Report II), research studies were on socio-economic aspects, and others viz. a poll study, the functioning of Corporations to benefit the target-groups, and the performance of voluntary organisations financed by the Ministry of Home Affairs. In view of the Government's stress on economic, educational and social development, the recent stance is from broad to specific themes, and micro-studies in applied research. For instance, land and the relation of its varied aspects with the lives of the Scheduled Castes and Scheduled Tribes, the impact of the Land Reforms Act and the distribution and utilisation of surplus land have been studied.

The 5 Research and 35 Evaluation/Inspection studies conducted mainly by the Commission's 7 Field Offices in Report I (July 1978—March, 1979) focussed on educational and other welfare schemes viz. Pre-examination Training Centres, Non-official organisations for Scheduled Castes and Scheduled Tribes welfare funded by the Ministry of Home Affairs, Post-Matric scholarships and the Problems of bonded labour and Untouchability. Report II (April, 1979—March,

1980) of the Commission mentions 8 Research and 14 Evaluation/Inspection studies by the 11 Field Offices. The themes include reservations for Scheduled Castes and Scheduled Tribes and part of a sample study on separate poll booths.

During 1980-81, the sample of the evaluative field study on the impact of the setting up of separate booths for Harijans was extended area and group-wise. The initial study with a mono-sample of Harijans in 6 States was extended to cover the bi-sample that included both Scheduled Castes and Scheduled Tribes in 18 States and Union Territories and continued in the following year i.e. April, 1980 onwards. Three aspects of the impact of setting up of separate booths on the voting pattern of the Scheduled Castes and Scheduled Tribes featured as important. These are :

- (a) The extent of help rendered thereby in the casting of votes.
- (b) Increase in the Scheduled Caste and Scheduled Tribe participation in voting, and
- (c) Their listing in electoral rolls for polls.

Three more land-related studies were initiated during this period i.e. April 1980—March, 1981. These research studies are linked to the Commission's earlier recommendations on research.

#### *Research in the Commission and Recommendations*

In the First Report (July 1978—March, 1979), the three recommendations focussed on the functioning and finances of Tribal Research Institutes and also on widening the scope of their research.

In the Second Report (April, 1979—March, 1980), the role of the Tribal Research Institutes again came in purview. It was recommended that the Tribal Research Institutes be placed under the nodal department in various States. Further, that the scope of their research extend to all areas for universal coverage. A follow-up of research studies conducted by the Tribal Research Institutes was recommended. The Ministry of Home Affairs suggested tribals as beneficiaries and also the benefits accruing in the spheres of (i) co-operation, (ii) irrigation, and (iii) prevention of land alienation. Another recommendation was for insistence on completion of research studies already undertaken by the Tribal Research Institutes.

In the interests of research and for effective contribution in the implementation of schemes, a six-tier mechanism was suggested funneling up from the Block through the Integrated Tribal Development Projects, District, Division and the State to the nation. A clarification was suggested for independent role of the Commission in monitoring and evaluation.

Recommendations for education required a raise in the number of scholarships to attract more scholars for research on Scheduled Castes and Scheduled Tribes. A further suggestion was entrusting of research to other institutes—teaching departments of Universities, Bureau of Economics and Statistics, etc. This recommendation on research has been acted upon and there is involvement of the Commission in research studies on Scheduled Castes and Scheduled Tribes with such other bodies and individuals recommended by voluntary organisations.

The above recommendations are based on the Commission's experience in research studies, their knowledge of the changing needs of the Scheduled Castes and Scheduled Tribes and also on new approaches in Research, which both are based on their wide links with other institutes conducting research on the two recipient groups. The Commission also have their own research personnel.

#### *Research Studies and Abstracts*

Land to the Scheduled Castes and Scheduled Tribes is as breath to a living person. Hence, land-related issues viz. land reforms, legislations, alienation, eviction, forests, bonded labour, land allotment policy, the quality of and access to land for the Scheduled Castes and Scheduled Tribes, land-types e.g. fallow and waste lands, and assigned and private lands, feature in the earlier two reports (July 1978—March, 1979 ; April, 1979—March, 1980) of the Commission. Land to the tiller is the accepted policy of the Government. Landownership bestows social status upon landless labourers and also stability by improving their economic condition. A major problem of the Scheduled Castes is the high incidence of landlessness. As per the 1971 Census, the percentage of Scheduled Caste cultivators (10.13 per cent) is less than others (14.27 per cent). Again, the proportion of Scheduled Caste agricultural labourers (18.80 per cent) is more than double the general population (8.67 per cent). Thus, in order to effect an equitable distribution of land amongst the Scheduled Castes, State Governments have framed rules to allot agricultural land to the Scheduled Castes on preferential basis by reserving a certain portion of the total land available with them. Landlessness problems among the Scheduled Castes, and also to a marginal extent amongst the Scheduled Tribes, have necessitated the Government to frame legislations viz. the Land Reforms Act, Land Alienation, Abolition

of Bonded Labour, Surplus Land Utilisation etc. As the significant observations and useful recommendations have given a new research-dimension and mentioned the role of co-operatives, clientele-participation and the importance in marketing indicating the need for management and a scientific approach, the core and continuing land-research became an in-theme during April, 1980—March, 1981 also, when 3 evaluative field-studies on land were thus initiated by the Commission's Field Offices :

Theme	Conductee Field Office
(i) 'Implementation of the Kerala Land Reforms Act and its impact on Scheduled Castes and Scheduled Tribes'.	Trivandrum
(ii) 'Distribution and Utilisation of Surplus Land in the District of Faridabad, Haryana State'.	Chandigarh
(iii) 'Distribution and Utilisation of Surplus Land in the District of Gurgaon, Haryana State'.	Chandigarh

The following 3 field research studies were received by the Commission from 3 other organisations :

Theme	Conductee
(i) 'Utilisation of Surplus Land—A Study in Four States : Karnataka, Uttar Pradesh, Bihar and Haryana'.	National Institute of Rural Development, Hyderabad.
(ii) 'Working Children in a Tribal Area in Maharashtra'.	Tata Institute of Social Sciences, Bombay.
(iii) 'A Socio-economic Study of Gujjars' (Himachal Pradesh).	Centre for Research, Planning and Action, New Delhi.

The abstracts of the above-mentioned three studies are given below :

'Utilisation of Surplus Land—A study in Four States : Karnataka, Uttar Pradesh, Bihar and Haryana'.

(a) Considerable controversy revolves round the policy, legislative measures and implementation of the ceiling on land holdings. In the midst of all such controversies the State Governments have gone ahead with the implementation of their ceiling laws with varying degrees of success, measured in terms of surplus land distributed. With a view to examine the extent of utilisation of surplus land by the beneficiaries, factors that impede or contribute to the fuller utilisation of surplus land, difference in the farm operations and the income, bottlenecks in the supply of credit and indebtedness of the allottees, the

National Institute of Rural Development, Hyderabad, undertook a survey in the four States viz. Karnataka, Uttar Pradesh, Bihar and Haryana and came out with following observations and suggestions :

- (i) Land should preferably be given to the landless agricultural labourers.
- (ii) The quality of land distributed has been the major impediment against its fuller utilisation. Still, for quicker and more effective development of land, provision of certain common facilities, services and infrastructure should be made available to the allottees.
- (iii) Every allottee should get enough financial assistance for land development through land development banks which should also guarantee proper supervision of the utilisation of the funds extended.
- (iv) The beneficiaries of surplus land should all be listed as beneficiaries of the special programmes in operation in the area.
- (v) Keeping in view the agro-climatic conditions, the facilities of irrigation, etc. may be provided to allottees.
- (vi) Extension staff working may be streamlined so that agro-technology may be adopted by allottees.
- (vii) Co-operatives of the beneficiaries may be organised.

#### 'Working Children in a Tribal Area in Maharashtra'.

(b) Apart from the general poor economic situation, the special characteristics of the tribal economy require a helping hand from children in all families. There is not much difference between the gainful activities of adults and the children. The result is that children too participate in all the activities and their seasonability keeps the children engaged throughout the year leaving hardly any time for them to participate in developmental activities which could really prepare them for their future development from the point of view of their personality, their education, their training for desired jobs. The process of initiation of children into the world of work is very gradual and slow. It begins with observation of adult's work and play and then with helping adults in light peripheral tasks such as fetching and collecting things, carrying small loads, etc. This introduction to work takes place when the child is about 5-6 years old. A sad thing about it is that though children are expected to do a man-size job, they are not paid the same wages. Thus they become a source of cheap labour to employers and are in demand. The twin income from work is in cash and in kind. The wages paid in cash are governed by the Minimum Wages Act of 1974 which is not implemented properly in remote areas. Wages in kind are governed by traditional policies instead of present economic

conditions. The general apathy of tribesman towards education and absence of education facilities in the area are the main factors for low enrolment of tribal children. Since the plight of the working children in tribal areas is more of deprivation rather than harassment, planning for the development of these children has to be spread over a longer span and needs special attention of the planners, administrators, teachers, social workers, etc.

#### 'A Socio-economic Study of Gujjars' (Himachal Pradesh).

(c) The nomadic Gujjars of Himachal Pradesh inhabit the forest areas of Chamba, Mandi, Sirmaur, Bilaspur and Simla districts. Their present population is estimated to be about 46 thousand persons of which 18 thousand are nomadic, 23 thousand settled and about 5 thousand are semi-settled. Only about 2% of Gujjars live in urban areas. Others live in rural areas. Their level of literacy is very low. Social life of Gujjars is intimately related to their religious life. Status of women is generally lower than man. Economy of Gujjars mainly depends on cattle raising and its product and by-products. Their nomadic character is due to continuous search for grazing land. This may be checked by giving them land and grazing facilities with ownership rights. The rehabilitation of Gujjars should be treated as a national problem so that all the States could extend full co-operation by allotting them land in plains. The settlement of Gujjars would help increasing milk-production and stop land erosion which is partly due to over-grazing. Some problems of the Gujjars which deserve attention are as follows :

- (i) Adverse terms of trade.
- (ii) Poor cattle feed.
- (iii) Absence of credit facilities.
- (iv) Transfer of grazing permits.
- (v) Ceiling on number of cattle.
- (vi) All Gujjars not included in Scheduled Tribes.

The initiation, observations and recommendations of the above studies reflect the modest effort to throw light on and draw attention to some socio-economic and cultural dimensions of the urgent, continuing and emergent problems of the two target-groups i.e. Scheduled Castes and Scheduled Tribes. To lessen the magnitude of their diverse problems, a comprehensive approach is suggested and in a differing, changing framework to pave the way for a more judicious channelisation of flow of benefits to the clients.

#### *Institutions Individuals Approaching the Commission for Purposes of Research*

The Commission has increasing links with both institutions and individuals for research purposes. When approached, professional expertise is offered and since 1981, also financial assistance.

For financial assistance, approach was for one study relating to problems of Scheduled Castes and Scheduled Tribes by the Institute of Social Research and Action.\*

*Research and Seminars/Conferences/Symposia/Workshops/Meetings :*

Research on the Scheduled Castes and Scheduled Tribes has featured in many official group deliberations, such as :

- (i) A Conference at New Delhi of Directors of Tribal Research Institutes, on 21st October, 1980, observed on reorienting their Institutes' functions.
- (ii) A Workshop on Himalayan Tribes and Castes organised by the Centre for Himalayan Studies, Ranchi University, in March 14-16, 1981, reviewed the work done in the Himalayas and the formulation of a strategy of research.
- (iii) The Fifth Meeting of the West Bengal Tribes Advisory Council held on June 4, 1980, at Calcutta, reviewed different programmes and schemes under the Integrated Tribal Development Projects.
- (iv) The Regional Conference of Southern States on the Welfare of the Scheduled Castes and Scheduled Tribes, at Trivandrum in November, 1980, mainly suggested that the Special Component Plan and the Tribal Sub-Plan should form the same percentage to the Annual Plan of the States as the population of the Scheduled Castes and Scheduled Tribes to the total State population and made recommendations on meaningful education.
- (v) A Conference of All India State Level Scheduled Castes Finance and Development Corporations in 1980 at Hyderabad emphasized the need of effectiveness of every agency in helping the raise of at least 50% Scheduled Castes and Scheduled Tribes above the poverty line during Plan period i.e. 1980-85.

The Commission stresses the continuing and important role of such group deliberations with increasing participation of various personnel, especially from amongst the Scheduled Castes and Scheduled Tribes. This is all the more in view of the fact that management and scientific training are necessary for a smoother and speedier implementation of their welfare schemes.

*Scheme of Research Scholarship/Fellowship of the Ministry of Home Affairs*

The Ministry of Home Affairs, Tribal Development Division, continued during 1981, their scheme of the 25 annual awards to research Scholars for doctoral and post-doctoral research on various aspects of tribal development. The value of each post-doctoral research scho-

larship was Rs. 600 per month and of the doctoral one, Rs. 400 per month. A glance at the list of subjects for study by scholars revealed a broad and wide topics' spectrum ranging from culture, health and medicine, nutrition and education to economy, co-operation and energy utilization (Bio-gas).

*Popular Scheduled Caste and Scheduled Tribes Study Series, Mass Media and Emergent Literature*

The last few years have witnessed a wider out-reach of the life-styles, contributions and problems of the Scheduled Castes and Scheduled Tribes in a popular study series. The need for such a series to communicate effectively folk art, crafts and mythology has been emphasized by the Ministry of Home Affairs.

The different types of mass media—newspapers in particular, have a wide coverage of aspects of life of the Scheduled Castes and Scheduled Tribes ; cartoons suggestive of the false values of civilized life have also appeared. Films, mobile libraries and schools, radios and transistors, dramas and dance troupes also communicate varied aspects of the socio-economic and cultural aspects of life of these two deprived communities. These are also useful as aids in research for Scheduled Castes and Scheduled Tribes. The recently sprung Dalit literature that has come to stay is mostly by writers from the two deprived groups i.e. Scheduled Castes and Scheduled Tribes.

Thus, popular caste/tribal study series, mass media and an emergent literature have a definite role to play in the secularisation and national integration of the Scheduled Castes and Scheduled Tribes. An objective and scientific presentation can help rectify dismal dimensions in the profile and also help in conflict-resolution, self-validation, image-building, and reduce identity-crisis in a complex situation of conflicting and competing claims where co-operation and cordiality are indispensable for co-existence. Research into these aspects can build a useful data-base for planning.

*Monitoring and Evaluation/Appraisal*

Monitoring and Evaluation at multi-levels help planners and administrators identify short-falls in on-going programmes, and in sending feedback information to the implementing levels for mid-way corrections.

An evaluation forms an essential adjunct for the success of the development programmes for Scheduled Castes and Scheduled Tribes, the Commission evaluate the working of various voluntary organisations funded by the Ministry of Home Affairs. The State and Central Sectors and non-Plan schemes are also being evaluated by the Commission.

\*Now registered as the Centre for Social Research.

Ten voluntary organisations listed below were evaluated during 1980-81 :

- (i) Harijan Sevak Sangh—Madhya Pradesh.
- (ii) Iswar Saran Ashram—Allahabad.
- (iii) Students Home—Ramakrishna Ashram—Puri.
- (iv) Tribal Women's Training Centre—Thalod. (Adimjati Sevak Sangh, New Delhi).
- (v) (Hind Sweeper's Samaj)—Govind Ballabh Pant Shishu Kalyan Shiksha Kendra—Jabalpur.
- (vi) Andhra Rashtra Adimjati Seva Sangh.
- (vii) Thakkar Bapa Gurukulam Hostel and Ashram School (Servants of India Society—Madras).
- (viii) Ramakrishna Mission—Shillong.
- (ix) Harijan Sewak Sangh—Tamil Nadu.
- (x) Hind Sweepers Sevak Samaj—Uttar Pradesh.

Observations of the Field Offices of the Commission on the working of the various schemes implemented by the voluntary organisations are :

- (a) (i) Proper maintenance of accounts by most voluntary organisations is necessary.
- (ii) Requirements are also for signing of cash-book, vouchers and proper maintenance.
- (b) Inordinate delay in receiving the grants-in-aid by voluntary organisations affected their effective functioning.
- (c) Inadequacy of funds affected the provision of basic facilities to inmates.
- (d) A voluntary organisation in Madhya Pradesh employed an untrained teacher.

The Field Offices in Bhubaneswar, Hyderabad, Madras, and Bhopal observed the working of Girls' Hostels and inspected the functioning of Book Banks and the Post-Matric Scholarship Scheme in their respective jurisdictions. Their observations are :

- (i) Absence of a provision of recurring expenditure regarding Girl's Hostels.
- (ii) Untrained managers at production-cum-training centres.

The recommendations are :

- (i) Sanctioning of funds by the special officer, and
- (ii) Immediate disbursement of funds.

Voluntary agencies with proven abilities should also be involved in periodical monitoring and evaluation of Government-aided schemes. Independent bodies, institutions and other research organisations should always undertake evaluation. Monitoring and evaluation as aspects of operational research have now reached a stage where reappraisal, as a research tool, will be valuable

for effective implementation. The Commission should also have its independent role in appraising of various development programmes.

### *Training*

The financial outlay for the Training Division of the Department of Personnel and Administrative Reforms, Government of India, under the Sixth Plan is Rs. 2.28 crores ; there is no separate allocation for training the Scheduled Caste and Scheduled Tribe candidates. Three training programmes conducted by the State Training Institutes were assisted financially by the Training Division during 1980-81. The three training Institutes funded by the Training Division are: (1) The Institute of Management, Trivandrum, (2) The Academy of Administration, Bhopal, and (3) The Administrative Training Institute, Calcutta. The Training Division also releases funds for purchase of equipments like projectors, tape-recorders and micro-phones to impart training.

The Tribal Research Training Institutes play a vital part in imparting training to personnel involved in the process of implementation of developmental programmes among the tribals at grass-root levels.

The Tribal Research Training Institutes of Ahmedabad, Mizoram, Udaipur and Pune have imparted training during 1980-81 to both officials and non-officials including tribal leaders. The curricula of training imparted consisted of class-room lectures, group discussions, symposia, film-slide shows, research methodology and field training with the objective to acclimatize the personnel to the multifarious tribal culture and related problems.

The Kerala Institute for Research and Training and Development Studies for Scheduled Castes and Scheduled Tribes imparted training during 1980-81 to various officials in the sphere of administration.

The Cultural Research Institute, Calcutta, also trained its officials by conducting a series of lectures, discussions and field training.

The Bihar Tribal Welfare Research Institute, Ranchi, imparted an in-service training to various officials highlighting customs and social and cultural organisations.

The National Council for Educational Research and Training (NCERT), New Delhi, organised a symposium and held discussions and lectures as a part of its personnel in-service training. The Indian Institute of Public Administration also held a similar in-service training for various officials.

It will be in order if the Training Division starts conducting at least one Scheduled Castes Welfare Administration-oriented Training Course, and elicits the co-operation of State Government Training Institutions to conduct a similar course.

## CHAPTER XIV

### STUDY TOURS OF THE COMMISSION FOR SCHEDULED CASTES AND SCHEDULED TRIBES DURING 1980-81

The Commission for SC/ST have undertaken various tours in different parts of the country during 1980-81 and have studied about the safeguards provided for Sch. Castes and Sch. Tribes and the development programmes being implemented for their welfare.

#### *Particulars of tour undertaken*

Sl. No.	Name	Duration of tour	Purpose	Remarks
1	2	3	4	5
1	Shri T. S. Negi, Member	16-6-80 to 25-6-80	To review the situation of Sch. Castes/ Sch. Tribes in the Hill region of U.P.	
2	Shri T. S. Negi, Member	29-12-80 to 11-1-81	To review the situation of Sch. Castes and Tribes in Maharashtra.	
3	*Commission for SCs. & STs.	23rd to 27th Oct., 79 & 7th to 11th Jan., 81	Study of land reforms and the "Operation Barga" system in West Bengal.	
4	Shri K. Banarji, Joint Secretary	16-1-81	Meeting with the officers of the Tribal Welfare Department, Govt. of Madhya Pradesh, Bhopal.	
5	Shri T. S. Negi, Member	29-1-81 to 10-2-81	To review the situation of Sch. Castes and Sch. Tribes in Bihar.	
6	*Commission for SCs. & STs.	Nov., 79 & Jan., 81	Study of Land Reforms in Kerala.	
7	Shri S. K. Mallick, Member & Shri R. P. Khanna, Secretary.	30-1-81 and 31-1-81	To review the Welfare Schemes of the Punjab Govt. for SCs. & STs.	
8	Shri R. P. Khanna, Secretary	7-2-81 to 11-2-81	To assess the working of the different Welfare Schemes and the measures taken by the State Govt. of Tamil Nadu for the uplift of SCs. & STs.	
9	Shri Bholu Paswan Snastri, Chairman	30-3-81	To see the working of schemes of Bank Financing through Sch. Castes Co-operative Development Corporation.	

#### I. *Tour note of Shri T. S. Negi, Member in U. P.*

During the course of his tour to Uttar Pradesh from 16-6-1980 to 25-6-1980 the Member visited Rishikesh on 17-6-1980 where a meeting was convened in which the Director, Tribal Development, Additional Director, Harijan & Social Welfare, Deputy Director for SC & ST Govt. of India (now Director) Lucknow, Sub-Divisional Officer, and Sub-Divisional Magistrate, Dehradun participated. During the course of the discussions in the meeting the important topics raised were the problem of untouchability, issue of Caste/Tribe/Age/Income Certificates and settlement

of nomadic Gujjars. The Member also visited Balmiki/Jatav Colonies at Rishikesh and made some useful recommendations. The Member desired that the District Harijan & Social Welfare Officer should be made competent to function as the liaison officer with various departmental heads at the district level.

On 18th June, 1980 the Member attended a meeting at Srinagar which was attended to by various officials and non-officials. The important issues discussed in the meeting were alleged fraud in giving loans by the Co-operative Society to harijans, development of traditional crafts by the Government or Khadi and Village Industries Commission, the issue of Pattas of the

\*The tour reports in respect of the visit of the Commission to West Bengal and Kerala had been made use of in the Second Annual Report of the Commission for SCs. & STs. for 1979-80.



land allotted to the landless, linking of Urgam Valley with the outside world which has the high potential for producing apples, potatoes, pulses etc. and at Joshimath on 18-6-1980 the Member desired that preventive measures may be taken for checking soil erosion.

On 19th June, 1980, the Member visited Mana, inhabited by Bhotia tribal community and suggested that the Bhotia ancestral Cottage Industry could be encouraged by making available Tibetan wool to Bhotias through some suitable agency like Khadi & Village Industries Commission.

At Garhwal Jan-Jati Vikas Nigam it was suggested to the Member on behalf of the non-officials that a sub-centre may be established at Gopeshwar so as to diffuse the benefits of the Nigam. The Bhotias of Mana complained to the Member that their children studying in primary and higher classes were not given stipends/scholarships.

At Badrinath and at Kedarnath the Member observed that no practice of untouchability was practised with the Sch. Castes of these places.

At the meeting at Gopeshwar the Member was informed that the Sch. Castes and Sch. Tribes had not been properly enumerated by the enumerators at the time of 1971 Census.

The Member desired that with a view to increasing the intake of SCs & STs in all India and State Services, 3 Pre-Examination Training-cum-Guidance Centres be set up at some suitable places in 3 border districts viz., Uttarkashi, Chamoli and Pithoragarh of U. P.

On 22nd June 1980 at Karanprayag, the Member expressed a view that there should be a wide publicity of Government policy so as to enable the SC & ST people inhabiting the interior areas of Himalayas to get benefit of the welfare schemes. In the meeting an advocate stated that free legal aid is lying unutilised due to rigid terms and conditions. The other grievances raised in the meeting were the inadequate amount of housing subsidy and non-filling-up of the backlog of reservation even in Class IV posts. In the meeting held at Ranikhet on 24th June, 1980, the important items discussed were land to the landless SCs & STs, the gruesome incident that took place at Kafalta and the progress of the case booked in this regard and police-aid to look after the welfare of SCs & STs.

The important recommendations/observations made during the tour are listed below :

- (1) Delay in the issue of Caste/Tribe/Age/Income certificates to SC & ST persons should be reduced to the minimum by providing time limits for issue of such certificates. In addition to the authorities

competent to issue such certificate, the B. D. O. should also be included in the list of officers for issue of these certificates.

- (2) The Bhotia tribe has got its Harijan section also. The Bhotia-Harijan being more backward deserves to be enumerated as such separately so that the State Government are in a position to pay greater attention to the welfare of these backward people.
- (3) The allegation made by the local people at Gopeshwar about the under-enumeration of SC & ST people by the enumerators at the time of 1971 Census should be looked into by the Census authorities and suitable corrective and preventive steps may be taken in this regard.
- (4) With a view to saving Himalayan region of Uttar Pradesh and Himachal Pradesh from the devastation caused by nomadic Gujjar cattle breeders, the State Government of Uttar Pradesh should implement the comprehensive scheme of the settlement of Gujjars, already prepared by Forest Department and other concerned departments of the State Government.
- (5) The following important suggestions made to the Member by the representatives of the Balmiki/Jatav (Scheduled Castes) at Rishikesh deserve consideration :
  - (i) Wherever practical, official meetings and conferences aiming at the welfare of Scheduled Castes should be held within or near about the Harijan Colonies.
  - (ii) The District Harijan and Social Welfare Officer should be made competent to function as the liaison officer between the various District Level Departmental heads for the matters concerning the welfare of SCs & STs.
- (6) The State Government of Uttar Pradesh as well as the Khadi & Village Industries Commission should prepare special schemes of industrial assistance to a large number of traditional Scheduled Caste craftsmen belonging to Pauri Garhwal District with a view to removal of their unemployment and economic backwardness.
- (7) The road connecting Chigaran with Gopeshwar may be further extended to Vishnuprayag so that the Urgam Valley in Chamoli District is linked to the outside world. This will open up markets for its horticultural and agricultural produce like apples, potatoes, pulses etc.
- (8) Suitable preventive measures may be taken by soil scientists, administrators and the Forest Department with a view to prevent sinking of Joshimath due to soil erosion.

- (9) Bhotias who used to depend upon Tibetan wool prior to Chinese aggression for their traditional carpet weaving should now be provided with Tibetan wool through some agencies in order to resurrect their cottage industry. It is quite possible as the Tibetan wool now reaches India through Nepal via Dharchula, Pithoragarh District of Uttar Pradesh. This will also call for the following four-fold action to give fillip to the decaying cottage industry of the Bhotias :
- (a) Supply of wool of different kinds to suit different purposes, to begin with at subsidised rates ;
  - (b) Organisation of Cottage and Village Industries afresh ;
  - (c) Proper and systematic marketing of the finished products ; and
  - (d) Revision of the policy and practice of the Forest Department to allow adequate grazing facilities for the sheep and goats of the Bhotias.
- (10) The Garhwal Jan-Jati Vikas Nigam should also establish its sub-centre at Gopeshwar so that the tribal villages like Mana deserve proper attention.
- (11) The School-going wards of Bhotias studying in the High School, Mana village have not been given stipend/scholarship, probably due to shortage of funds.
- (12) The demand of the local SC & ST people of Chamoli district for opening of Pre-Examination Training-cum-Guidance Centre at some suitable place for three border districts viz. Uttarkashi, Chamoli and Pithoragarh of Uttar Pradesh deserves consideration.
- (13) The Balmiki brothers of Badrinath informed the Member that while entering Kedarnath temple they were questioned about their caste and refused entry to temple.
- (14) Ignorance of the Government policies, programmes, rules and orders, specially aimed at their welfare for want of publicity, of the SC & ST people living in the interior areas of Himalayas is a fact of considerable dimension and it calls for urgent attention of the State Government.
- (15) Allotment of Rs. 5,000 towards legal aid to SC & ST of Karanprayag is lying unutilised because the terms and conditions of grant of legal aid was not liberal enough and well oriented to suit the needs of the people.
- (16) At Ranikhet it was reported that surplus land resulting from the application of the legal land-ceiling had not been fully utilized by distributing it to the landless which deserve immediate attention of the authorities concerned} as most of the landless belonged either to SCs or to STs.
- (17) In order to invest the Harijan & Social Welfare Department with some powers it is recommended that the beneficiaries of the department might be called as "welfare police" so that they are able to do some tangible work for the development of SC & ST.
- (18) The SC & ST candidates who are selected for the Government service on account of their merit should not be debited to the reserved quota. In other words, the reserved quota should continue to help only those who fall short of the general list but fulfil the minimum requirements of efficiency.
- (19) The suggestions of the local people for want of standing machinery with a view to ensuring regular fulfilment of the reservation orders deserves consideration.
- (20) The expression "Shilpkar" in U. P. refers to the rural craftsman of all manner generally, majority of whom belong to Sch. Castes. In order to provide financial help to Sch. Caste Shilpkars and perpetuation of traditional cottage industries of great artistic value it is desirable and reasonable to earmark budgetary provision for them.
- (21) Effective incentives in the form of out-right grants of money and other out-right benefits should be given for promoting inter-caste marriages.
- (22) While so much has been done to improve the breeds of sheep, goat, and cattle precious little has been done to ensure adequate feeding source for the cattle. The Gujjars who tend buffaloes should also have reasonable facility for staff feeding, with limited open grazing and marketing of milk and milk products. Stall feeding would also be practicable on a very limited scale for sheep when it is required for mutton.

## II. *Tour of Shri T. S. Negi, Member to Maharashtra State*

During his tour to Maharashtra from 29-12-1980 to 11-1-1981 Member(N), besides attending the meeting of the Annual Conference on Indian Society of Agricultural Economics, visited the following institutions/activities :

- (i) National Defence Academy, Kharagvasala (1-1-1981)
- (ii) Bhiwandi Educational Complex (3-1-1981)
- (iii) Ashram Shala at Pali in Wada Taluk of Thane District being run by the Harijan & Girijan Samaj Mandal for Worli and Katkari tribes (3-1-1981)



- (iv) Ashram Shala at Jawa in Dhanu Taluk (3-1-1981)
- (v) Visit to Farm units for displaced tribals attached to the Dairy Project at Dapchari (3-1-1981)
- (vi) Visit to Ashram Shala at Talasari being run by the Vishwa Hindu Parishad (4-1-1981)
- (vii) Adivasi Co-operative Society & Forest Labourer's Co-operative Society at Kasa (4-1-1981)
- (viii) Irrigation Dam at Amboli (5-1-1981)
- (ix) Visit to Katkari village at Javahar Taluk (5-1-1981)
- (x) Adivasi Co-operative Societies, Trimbak (5-1-1981)
- (xi) Visit to Adivasi Seva Samiti, Nasik & Ashram Shala at Pandane (6-1-1981)
- (xii) Visit to Panchayat Samiti, Surgana (7-1-1981)
- (xiii) Panchayat Samiti, Paint (8-1-1981)
- (xiv) Inspection of Plantation in Zair Work Centre under the Forest Development Corporation at Tondwad village (8-1-1981).

During the course of his visit to the above places/organisations the Member met the cross section of the people which included M. Ps., MLAs, Sch. Castes of Sch. Tribes persons, office bearers of non-official organisations working for the development of Sch. Castes and Sch. Tribes, as well as the local officials.

The following specific suggestions were made, as applying to tribal welfare and progress in general at various places during the tour :

- (1) The Maharashtra State Electricity Board should give priority to Tribal Sub-Plan areas in the matter of supply of material. Priority in attention should also be given to tribals who have been supplied Electric Motors on 100% subsidy.
- (2) Separate divisions of Maharashtra State Electricity Board, Minor Irrigation and Soil Conservation be created for Tribal Sub-Plan areas.
- (3) The Forest Development Corporation of Maharashtra should plant trees on large scale not only in lands felled by them but also in lands having denuded forests. Trees planted should include species useful to Adivasis, such as Bomboo, Umber, Tembhurni, Jambhul, Tamarind, Karvand, Bor, Mahva, Avla, etc. They should undertake first only denuded forests for felling and replanting, Programmes for planting of fruit trees and fodder in private and public lands should also be taken up.

- (4) *Health* : (i) There is need to increase the scale of medicines in Tribal Sub-Plan Areas dispensaries.
- (ii) Provision of diet allowance should be made in Primary Health Centres and Rural Hospitals in Tribal Sub-Plan Areas.
- (5) Under "Food for Work" programme, locally procured cereals such as Nagli, Wari, and Paddy should be given in certain tribal areas. Planting of trees should be taken up on private and public lands, under Employment Guarantee Scheme, on "Food for Work" basis.
- (6) Facilities should be given to tribal farmers holding upto 15 areas of land in respect of grant of subsidy for purchase of cattle, and under other schemes. They should also be given facility of write off of loans.
- (7) The Extension Officers & Agriculture and Animal Husbandry at Panchayat Samiti headquarters, should be shifted to the headquarters of tribal Blocks where they were working hitherto.
- (8) Tribal cultivators should be allowed to pay share of only Rs. 100 for becoming Members of Co-operative Sugar Factories as against Rs. 1,000 at present. There should be a tribal representative on the management of the District Central Co-operative Banks in Tribal Sub-Plan Area Districts. Similarly Tribal Commissioner should be a Director on State Land Development Bank. District Central Co-operative Banks must be directed to earmark a certain percentage of the loan to Tribal Cultivators/Adivasi Societies in the Tribal Sub-Plan Area Districts.
- (9) *Dairy Development Department* :
  - (i) There should be increase in milk price after taking into account increase in input costs.
  - (ii) 50% subsidy should be given on cattle feed in Tribal Sub-Plan Areas, particularly in those Tribal Blocks where total milk procurement is less than 100 liters.
- (10) Emphasis should be given on developing many more and better roads in Tribal Sub-Plan areas.
- (11) Industry should adopt villages in Tribal Sub-Plan areas and take up programmes for the development of the Tribals therein. This can produce quick and effective improvement in the standard of living and level of income of the tribals in Thane, Nasik and Pune districts which are located conveniently near urban industrial concentrations. Apart from this, Industries should provide technical guidance and

inputs to tribals in the Tribal Sub-Plan areas in their fields of activity. For instance, a fertilizer factory can take up programmes of agricultural development. All these schemes should be implemented in conjunction with the local authorities of the Government and Zilla Parishads.

- (12) Chilling plants established in tribal areas often show low level of capacity utilisation. In order to get full benefit of the investments already made, the following suggestions are made :

- (i) The Staff of spearhead teams should be used exclusively for extension work in dairy development in tribal areas.
- (ii) A big programme of distribution of milch cattle and artificial insemination should be undertaken.
- (iii) Fodder development programme should be undertaken.
- (iv) Work of improvement of roads in tribal areas should be undertaken as an indispensable concomitant.
- (v) Specially selected staff should be posted to Tribal Sub-Plan areas and should be given adequate incentives in the shape of special emoluments and residential and educational facilities.

**III. Tour of Shri K. Banarji, Joint Secretary on 16-1-1981—Meeting with the Secretary, Tribal Welfare Department, Government of Madhya Pradesh, Bhopal**

Shri K. Banarji, Joint Secretary in the Commission visited Bhopal on 16-1-1981 for having discussions with the Secretary, Tribal and Harijan Welfare Department, Government of Madhya Pradesh, Bhopal in connection with the identification of atrocity-prone area under P. C. R. Act, working of the Special Component Plan, steps taken by the State Government for restoration of tribal land illegally transferred to non-tribals after 1959, educational development of SC & ST, Pine plantation in Bastar District and the working of the Forest Policy in relation to the tribals.

The important recommendations/observations of the tour are given below :

- (1) Monitoring cell should be activated by the Government of Madhya Pradesh for collection of necessary information required by the Planning Commission and the Ministry of Home Affairs with regard to the implementation of the Special Component Plan.
- (2) Under the Land Revenue Code as amended recently by the Madhya Pradesh Government the transferee of land will have to prove that the land in question was transferred in his name, other-wise under the provision of the Code the land should be restored to the tribals if the transfers are made after 1959.

**IV. Tour of Shri T. S. Negi, Member to Bihar State from 29-1-1981 to 10-2-1981**

The Member during his tour to Bihar from 29-1-1981 to 10-2-1981, besides attending meetings of the State/District level officials and non-officials held discussions with the M. Ps., MLAs, and other local representatives, visited the following places/activities :

1. Dumka (2-2-1981) where the Annual Conference of the Jharkhand Mukti Morcha was held.
2. Shatan Ashram (2-2-1981)
3. Kathikund (3-2-1981)
4. Dhanbad (5-2-1981)
5. Gua village
6. Meetings with the representatives of various Banks.

The important recommendations/observations of the tour are given below :

1. In the meeting at Dumka which was attended by the local M.Ps, M.L.As and officers, a complaint was lodged that the teachers took interest in anything but their duty in the far flung and remote areas where tours by the supervisory officers were either few or far between. The Member, therefore, desired that surprise check by responsible supervisory officers of the Education Department and General Administration Department may be undertaken to root out this corruption.
2. The friction resulting from the dispute between Harijans & Tribals on account of setting fire to Harijan village of Manji Tola by the Mahajans should be reconciled by the Deputy Commissioner, Dumka. The official agencies should bring about amiable social relations between the aforesaid two communities.
3. (i) The Air Force medical authorities, Singharshi which lies in the heart of the tribal area should give a cash grant of Rs. 1,000 p.m. to the Maternity & Child Welfare Fund maintained by the local Station Commander for local purchase of medicines.  
(ii) A provision should be made for one Ambulance Car on loan to the Air Force to be used for evacuation of serious cases to the nearby hospital.
4. The Shatan Ashram, Dumka requires more land and a *pucca* approach road. Any improvement in the road would also benefit the nearby helipad.
5. A suggestion of the officials and non-officials at Dhanbad was made in a meeting organized for the Member of 5-2-1981 that every State should have a Commissioner for SC & ST analogous to the position obtained in the Central Govern-

ment. This could be done by making a provision in the Constitution. The Annual Report and Special reports of the State Level Commissioner should be placed on the table of State Assembly.

6. (i) The candidates who are registered in the Employment Exchange should be considered for jobs, without waiting for their names to be forwarded by the Employment Exchange. This would root out corruption from the Employment Exchanges to a large extent.
- (ii) Another way of reform in the working of Employment Exchange is by making arrangement within Governmental welfare organisation for the maintenance of upto date lists of educated unemployed belonging to SCs & STs.
7. A suggestion was made by the officials and non-officials, Dhanbad that the debt cases of SCs & STs should be disposed of in camp courts, if necessary by Executive Magistrates instead of by routing courts.
8. Another suggestion was made at Dhanbad that all poor SC & ST persons in need of legal aid should be provided with the aid as a matter of routine. It was brought to the notice of the Member at Dhanbad that many poor SC & ST persons were rotting in jails for want of bail. The law requires to be amended in respect of SC & ST so that the grant of bail on personal bond except in respect of certain serious cases becomes a matter of routine. Alternatively a panel of voluntary organisations may be prepared by the Govt. so that they may arrange for bail promptly.
9. The malady of irregular attendance of the tribals in the Bharat Cooking Coal Ltd. could be minimised by their social education by the Social workers/Social & Political leaders with a view to weaning them away from liquor.
10. Suggestions made by the Member for improvements in the Inter-State Migration Labour Act are given below :
  - (i) Surveying the aggregate size of the migration.
  - (ii) There must be amendment among other amendments in the Act giving the home State an effective role in ensuring the safety and the welfare of the migrant labour in the State of migration.
  - (iii) Besides the lists and the particulars that the contractor is required to give to the licencing authority, he should be made to notify the nearest police station like particulars so that

there can be an immediate cross checking on the spot. In case the contractor is detected to be taking more persons than authorised or committing any other irregularity this spot checking will at once provide the ground for appropriate action at the very stage of migration.

- (iv) Instead of having a Public Sector Corporation or some other kind of a public sector agency to handle the migrant labour, as suggested, the contractors should be better controlled through necessary changes of law and rules and through surprise checks of buses etc. at various points especially at the exist points.
11. The Finance Ministry in the Govt. of India acting through the R.B.I., should arrange for certain uniform guidelines to be issued to the State Branches by the respective Central/Head Offices of the Commercial Banks, with regard to the role of the Banks vis-a-vis the Sch. Castes Co-operative Development Corporation for the economic development of the Sch. Castes.

V. *Visit of S. K. Mallick, ICS (Retd.), Member and Shri R. P. Khanna, Secretary to Commission to Chandigarh on 30-31 January, 1981.*

The Member and the Secretary to the Commission visited Chandigarh on 30th & 31st, January, 1981 with a view to reviewing the schemes for the welfare of Scheduled Castes with the Punjab Government and Chandigarh U. T. Administration Officers. They reviewed the Schemes like Harijan Dharmashalas, Basti Sudhar and Housing schemes in Lalru Village in Punjab and the sites and services schemes at village Dadu Majra, Housing for economically weaker sections at village Dhanas and housing for Safai Karamcharis in Sector 41, Chandigarh.

Important recommendations/observations of the tour are given below :

1. The request of the Scheduled Caste people of Lalru village for setting up of some industries in their village with a view to giving them employment deserves consideration.
2. The Scheduled Caste beneficiaries of Dhanas village complained that they were required to pay the dairy loans during the period when their buffaloes had gone dry. A change in the recovery pattern of loan should be made so that no instalment is insisted when the buffaloes go dry.
3. To Commission appreciate the fact that the houses allotted to the SC were inter-mixed with Caste Hindus and no attempt was made to segregate them.

**VI. Visit of Shri R. P. Khanna, Secretary to Commission for SCs & STs in Madras from 7-2-1981 to 11-2-1981**

Shri R. P. Khanna, Secretary to Commission for SCs and STs visited Madras from 7-2-1981 to 11-2-1981 to assess the working of the different Welfare Schemes and the measures taken by the State Government for the upliftment of SCs & STs in Tamilnadu. During the visit, the Secretary visited the Pre-Examination Centres a Harijan Colony and a Harijan Welfare Primary School in Kottivakkam & Government Boys Hostel and Government Girls Hostel, Poonamallee. The Director for SCs & STs, Madras and the District Harijan Welfare Officer accompanied the Secretary during his visit. The Secretary also held meetings with the State Government officials regarding the working of Welfare schemes for the benefit of SCs & STs and to understand the reasons for atrocities committed on Scheduled Castes.

Important recommendations/observations of the tour are given below :

1. The Secretary to the Commission, while upon his visit to the Pre-Examination Training Centre, Madras, found that the Hostel attached to the Centre did not have provision of tap water supply, no bath rooms and latrines in the hostel had no flush system. Fire wood was used for cooking purposes as the Centre was not provided with cooking gas. The hostel rooms were without fans and tubelights in the rooms were not found working.
2. The building accommodating the Centre being in dilapidated condition, should be acquired and renovated or alternatively some other suitable building may be taken up for the Centre.
3. The Centre should have teachers for subjects like Sociology, Science and Mathematics with Statistics.
4. The Secretary noticed during his visit to Harijan Colony, Kattikuppam, inhabited by the 100 families including Harijan converts to Christianity that no separate provision for drinking water well had been made in the village. The villagers of Kattikuppam suggested to the Secretary that match box making and matting

industries should be started with a view to supplementing their meagre earnings.

5. The matron, Government Girls Hostel, Poonamallee explained to the Secretary to the Commission during the course of his visit that the monthly stipend Rs.45 per boarder was inadequate and there was shortage of cooking vessels and utensils in the hostel. Further only 2 out of 5 taps were working.
6. The Secretary desired that the Districts prone to atrocities may be identified and study conducted to find out the reasons of trend of atrocities.

**VII. Tour of Shri Bhola Paswan Shastri, Chairman, Commission for SCs & STs to Patna during March, 1981**

Shri Bhola Paswan Shastri, Chairman visited Fathua in Patna district on 30-3-1981 to see the working of schemes of Bank finance through the Scheduled Castes Co-operative Development Corporation to the members of Scheduled Caste Communities.

During the course of the tour, the Chairman had a discussion with the Managing Director of the Scheduled Castes Co-operative Development Corporation, Bihar and interviewed 11 beneficiaries at Fathua, who had been sanctioned loans by the Corporation for dairy development, shoe-repairs, purchase of rickshaw and drilling machine etc.

The recommendations of the tour are given below :

1. Opening of cattle fodder outlets in the area preferably through the scheduled caste members wherever required.
2. Supply of more milch buffaloes to the beneficiaries as there is a great demand for milch-buffaloes.
3. Proper marketing facility for the product of the scheme of the beneficiaries through the Government.
4. Proper follow-up on the programme through visit by State Extension staff like veterinary doctors, management of the Scheduled Castes Corporation and the banks.

Sd/-

(K. RAJAMALLU)  
Chairman

NEW DELHI,

the 29th September, 1982

Sd/-

(HOKISHE SEMA)  
Member

## CHAPTER XV

### SUMMARY OF RECOMMENDATIONS

Sl. No.	Recommendation/Observation	Page No.
1	2	3

### CHAPTER I

#### ORGANISATIONAL SET UP AND FUNCTIONS OF THE COMMISSION FOR SCHEDULED CASTES AND SCHEDULED TRIBES

1. This Commission are of the view that the raising of the economic status of the Scheduled Castes and of making them economically self-reliant is a fundamental pre-requisite for the eradication of the social inequalities and humiliations from which they suffer. It would be necessary to lay down, as a matter of policy that the allocation of the funds made to them should be more than proportionate to their population, so as to make up for the backlog. The Commission desire that developmental programmes should be action oriented clearly spelling out financial and physical targets of the plans. There should be proper monitoring at various levels, monitoring cells at Central, State and field levels. The Commission should be associated with these Cells . . . . . 2
2. The Commission should have the authority providing for :
  - (i) participation of the Commission in the planning process for socio-economic development of the Scheduled Castes and Scheduled Tribes and monitoring and evaluation of progress and implementation thereof both in respect of the Union and of the State;
  - (ii) consultation with the Commission by the Union and the State Governments on major policy matters affecting the Scheduled Castes and Scheduled Tribes . . . . . 2-3
3. The Commission recommend that they should be given powers relating to calling for files and records in respect of scheduled Castes and Scheduled Tribes employees in public service and powers to receive representations relating to service matters from Scheduled Caste and Scheduled Tribe employees in public service as given to the Commissioner for Scheduled Castes and Scheduled Tribes . . . . . 3

### CHAPTER II

#### CONSTITUTIONAL SAFEGUARDS FOR THE SCHEDULED CASTES AND SCHEDULED TRIBES

4. Since the lists of Scheduled Castes and Scheduled Tribes appearing in various orders are not fully rational and contain anomalies, this Commission recommend that the Government of India may bring forward a suitable legislation for revision of Scheduled Castes and Scheduled Tribes lists to remove existing anomalies . . . . . 8
5. Regulations promulgated by the State Governments regarding land have covered largely the alienation part and ignored other aspects. The Commission recommend that preparation of land records where they are not in existence and updating them where they exist, need to be attended to on priority basis. The activity of moneylenders needs to be kept in check through vigil, system in licensing, fixation of ceiling on interest rates and scrutiny of agreements and accounts as well as through prevention of malpractices. The Governor's

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report on the administration of Scheduled areas often do not give a comprehensive account of protective laws and assessment of developmental schemes. The Commission recommend that the Governors may make their own independent assessment of the improvement in the socio-economic conditions of the Scheduled Tribes which they may incorporate it in their reports . . . . .		9
6. The Commission recommend that the Tribes Advisory Councils in the respective States may meet atleast thrice a year and the action taken by the Government on their recommendations reported in the Governor's report on the Scheduled Areas . . . . .		9

### CHAPTER III

#### LAND REFORMS

7. It is noted that out of 26.67 lakhs acres land taken into possession, 18.41 lakhs acres have been distributed so far and 8.26 lakhs acres of land is still available for distribution. The Commission attach great importance to the distribution of surplus land and strict enforcement of land ceiling laws. The Commission recommend that ;—		
(i) in those States/U.Ts where large chunks of land are available for allotment (viz. Assam, Himachal Pradesh, Andhra Pradesh and Rajasthan) effective arrangements for quick distribution of land may be made. Similarly, in other States/U.Ts where land has been taken into possession steps may be taken to distribute the land as per a time bound programme.		
(ii) land already taken into possession in Manipur and Delhi may be distributed among the landless persons.		
(iii) land ceiling laws may be strictly and speedily enforced in States like Andhra Pradesh, Rajasthan and Karnataka where availability of land is reported to be of very high order.		
(iv) administrative machinery may be strengthened in States/U.Ts, namely, Bihar, Gujarat, Kerala, Madhya Pradesh, Maharashtra, Orissa, Tamilnadu and West Bengal for taking early possession of surplus land. It would be in the interest of Scheduled Castes and Scheduled Tribes if Government of India consider creating of cells in these States/U.Ts. as a centrally sponsored programme till such time as lands were taken into possession by the Government.		
(v) if, need be, Special Courts may be set up in selected States to enforce the revised ceiling laws . . . . .	13, 15	
8. The Scheduled Castes and Scheduled Tribes had been accorded priorities in the allotment of surplus land. It is recommended that the Government of Tamilnadu and Uttar Pradesh should consider the desirability of placing Scheduled Castes and Scheduled Tribes in first/second category in the order of land allotment. Other States, which have not formulated specific rules in this regard, should adopt similar provisions . . . . .		15
9. It has been noticed that not much effort has been made to assist the allottees to develop the land under the Central Sector Scheme of giving financial assistance to new assignees of ceiling surplus land. The Commission recommend that besides providing adequate financial assistance to the beneficiaries, they should be guided through the extension staff and given knowledge of cropping pattern, techniques of land use and soil as well as water conservation . . . . .		15
10. For making the Land Reforms policy more purposeful the Commission make the following recommendations/observations :		
(i) regular campaigns should be organised for detecting concealed tenancies for recording tenants as occupancy tenants.		
(ii) the work of consolidation of land holdings should be accelerated.		

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(iii) the work of compilation and updating of land records deserves to be pursued more vigorously.		
(iv) adequate financial assistance is absolutely necessary for the development of land allotted.		
(v) much more requires to be done for the restoration of alienated lands of the tribals through better implementation of legislative and executive measures in different States. The States/U.Ts which have not enacted any legislation to check alienation of land belonging to Scheduled Castes and Scheduled Tribes should do so without further loss of time and ensure its proper implementation.		
(vi) as the quantum of land allotted to the beneficiaries is generally not adequate to make them viable cultivators, it is suggested that package of services (like better irrigational facilities, agricultural inputs, introduction of improved method of cultivation and cash crops etc.) should be provided to the allottees		19

## CHAPTER IV

### ECONOMIC DEVELOPMENT

11. The Integrated Rural Development Programme could gather sufficient momentum in rural areas during 1980-81. The Commission recommend that adequate infrastructure may be built in all the blocks having sizeable concentration of Scheduled Castes and Scheduled Tribes so that provisions made for persons belonging to these categories could be gainfully utilized. One of the objectives in the Sixth Plan is to enable half of the Scheduled Castes and Scheduled Tribes population to cross the poverty line. It is recommended that the schemes should be so formulated and implemented that the Scheduled Castes and Scheduled Tribes form atleast 50% of the total beneficiaries	25
12. The main objectives of the Regional Rural Banks are to meet the credit requirements of weaker sections, small and marginal farmers, landless labourers, artisans and small entrepreneurs. The Commission recommend that the Regional Rural Banks should be set up at all the places having concentration of tribal population and Blocks—having more than 20% Scheduled Caste population	27
13. It is understood that even after obtaining 70% to 80% of the required amount from the financial institutions, an applicant is required to manage amounts ranging between Rs. 50,000 to Rs. 80,000 to put the vehicle on the road and many a time this is beyond the capacity of Scheduled Caste and Scheduled Tribes persons. Considering this problem, the Commission would like to recommend that adequate provisions may be made to link the issue of permit with that of arranging the margin money also	29-30
14. It appears that in some of the States/U.Ts like Bihar, Gujarat, Karnataka, Dadra and Nagar Haveli, Goa, Daman and Diu, the agricultural workers continue to be paid at the rates which were effective either in 1975-76. It is necessary that in order to protect the interests of agricultural workers, the rates of wages should be reviewed and revised atleast once in two years	31
15. The Commission feel that the State Governments could introduce schemes such as employment guarantee scheme on the pattern of the one introduced in Maharashtra where the enforcement of minimum rate of wages in agriculture has become effective in rural areas. It would help in checking the exploitation of agricultural workers	32
16. The Bonded Labour system is still prevailing in some form or the other in many parts of the country. The Commission consider that financial assistance for the rehabilitation of bonded labourers should be adequate so that released/rehabilitated bonded labourers may not revert to the bondage. The Ministry of Labour may also examine as to why some of the State Governments were not utilising central financial assistance for the rehabilitation of bonded labourers, despite the fact that bonded labourers were identified and remained to be rehabilitated	33



## CHAPTER V

## SOCIAL DEVELOPMENT

17. Cleaning of dry latrines which is the most disagreeable occupation in its present form has be tackled as special case. The Commission, therefore, reiterate that the State Governments should set apart specific amounts for conversion of dry latrines into flush out latrines and induce local bodies to draw up a phased programme to abolish dry latrines altogether and to give alternative employment to those engaged in cleaning of these latrines. Loans for this purpose should also be arranged by the State Governments for local bodies as well as for house owners. A coordinated programme on these lines should be taken up under the Special Component Plan with special central assistance as the scavenger is obviously the most deprived of the Scheduled Castes in the country . . . . . 42
18. The Commission feel that, since the practice of private scavenging still found in some States has contributed a good deal to the present dirty conditions of working, the occupation of scavenging of dry latrines should be municipalised within a priod of 4 years in all the municipalities throughout the country. Municipalisation of this occupation should be taken as a national programme for which the Government of India should assume the responsibility by providing funds and by ensuring that the municipal laws are amended to bring about this much needed change . . . . . 42
19. In the 1979-80 Annual Report of the Commission it was recommended that carrying of night soil as head load should be stopped forthwith by the local bodies and rural areas as well. The State Government should look into the matter and do the needful . . . . . 42
20. The Commission reiterate that the sweepers and scavengers working in the local bodies must be categorised as regular Class IV employees and their service conditions should be simililar to that of other Class IV employees of the local bodies/State Governments . . . . . 42
21. The programmes introduced by the various Leather Corporations have hardly made any impact on Scheduled Caste families engaged in leather and leather goods manufacture. The Commission reiterate the following recommendations :
- (i) Institute of Leather Technology, Madras may be given financial assistance to undertake surveys in a few selected States like Uttar Pradesh, Bihar, West Bengal and Tamilnadu where a little more than half of the number of Scheduled Castes live, and on the the basis of the study reports the Department of Industrial Development, Khadi and Village Industries Commission and the representatives of State Governments should submit their action plan.
  - (ii) the Indian Veterinary Research Institute should study the traditional techniqeues of flaying and workout a simple technology for individual flayers dispersed in villages.
  - (iii) the economics of this trade may be studied and a suitable scheme prepared to ensure adequate return to the flayer for each animal flayed either through a system of purchasing the skin at a support price or paying him fees for flaying the animal . . . . . 44
22. The Commission further recommend that urgent action should be taken to plan out a large number of projects each intended for the tanners and flayers numbering about 100 or so, for setting up small industrial units based on locally available raw material . . . . . 44
23. After examining the work done by various States/U.Ts for providing drinking water facility to problem villages and taking into account the main difficulties faced in the execution of this scheme the Commission make the following recommendations :
- (i) in the 1979-80 report this Commission had pointed out that safe drinking water is not only the basic human need, it also prevents water borne diseases. It is an important problem because of the fact that water sources are inaccessible to Scheduled Castes on account of practice of untouchability. The Commission had recommended that safe



drinking water sources should be provided in all the Scheduled Caste villages and Tribal hamlets by the end of Sixth Plan. Adequate resources and administrative machinery should be provided by the Government to fulfil this objective. This recommendation is reiterated.

- (ii) it is observed that various State Governments/Union Territory Administrations are not maintaining separate data regarding coverage of Scheduled Castes and Scheduled Tribes under various drinking water supply schemes with the result that it is not possible to know the exact coverage of these communities. It is, therefore, recommended that clear statistics should be maintained for the Scheduled Castes and Scheduled Tribes so that a realistic plan for drinking water supply arrangements for different groups may be possible on priority basis.
- (iii) sufficient funds under this scheme should be given to the States/U.Ts.
- (iv) special quota of cement for the execution of water supply scheme should be given over and above the normal quota which is given to the concerned implementing departments.
- (v) quantum of central assistance may be made known to the State/U.Ts much in advance as the works connected with drinking water require advance planning by atleast 2 years.

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24. After reviewing the performance of various State Governments/Union Territory Administrations in respect of allotment of house-sites and assistance for construction of houses in rural areas, it is found that the position is not satisfactory. It is stressed that the possession should be secured for Scheduled Castes simultaneously with the allotment of sites. Further, it should be ensured that the Scheduled Castes landless labourers are allotted house-sites with others in the same colonies so as to bring about social cohesion and removal of disabilities. For Scheduled Castes and Scheduled Tribes a phased programme of housing should be evolved which should be based on local design, availability of local material and skills. The Commission recommend a plot of 150 sq. yards keeping in view the minimum needs on an average family of 5 persons. Such a plot would provide space for two living rooms (90 sq. ft. each), kitchen (24 sq. ft.), bathroom (16 sq. ft.), cattle shed and other space

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25. All States/U.Ts should adopt a scheme to provide for dwelling units consisting of two rooms, kitchen, bathroom and a cattle shed as suggested by HUDCO, on the house sites being allotted in rural areas. The beneficiary should be required to meet about 10% of the total cost of the scheme in the form of contribution towards unskilled labour.

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26. The benefits of most of the housing schemes have gone to a limited number of persons. Effective steps should be taken by all the agencies connected with the urban housing programme to correct these angularities in the programme.

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27. There also appears to be a need to increase the flow of funds to housing for Economically Weaker Sections. Though there are provisions for reservation of Scheduled Castes and Scheduled Tribes in housing facilities, it is felt that due to the repayment instalments being high and the interest being 12½%, dwelling units appear out of reach of Scheduled Castes/Scheduled Tribes. It is, therefore recommended that the State Housing Boards and other agencies should quickly assess the extent of benefits and the constraints which have caused inadequate flow of benefits. On this basis of it a review of the terms and conditions governing the allotment of dwelling units to Scheduled Castes and Scheduled Tribes persons should be made so as to ensure that those categories get their due benefits from this programme.

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28. The Commission recommend that :

- (i) the rural electrification programme can be successful if the whole expenditure incurred by the State Electricity Boards in laying lines in Scheduled Castes and Scheduled Tribes areas are fully borne by the Government and the amount is given to the Electricity Boards as grant.
- (ii) the State Governments with sizeable Scheduled Castes population viz. Bihar, Himachal Pradesh, Madhya Pradesh, Rajasthan and Uttar Pradesh should identify the precise magnitude of the problem of electrification through listing of villages and take up

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	immediately with the highest priority the programme for extending street lighting to the Harijan localities/tribal hamlets. The programme should be completed as quickly as possible.	
(iii)	arrangement should be made to ensure that Scheduled Castes localities/tribal hamlets actually have street lighting. This will receive coordination between the panchayats and State Electricity Boards.	
(iv)	the State Governments/Union Territory Administrations should extend facilities like concession in service and domestic connection charges, security deposits, and payment of electricity bills etc. to Scheduled Castes and Scheduled Tribes agriculturists, as has been done by the Government of Madhya Pradesh . . . . .	54
29.	The Commission recommend that creches should be set up in the localities inhabited by the Scheduled Castes and Scheduled Tribes specially taking into account the needs of the women who have to go out for earning their livelihood . . . . .	55
30.	The Commission recommend that steps should be taken to ensure that working women belonging to Scheduled Castes and Scheduled Tribes are also attracted to working women's hostels to achieve integration and statistics should be collected by the Ministry of Social Welfare in respect of Scheduled Castes and Scheduled Tribes working girls living in these hostels. The Government of India should give 90% assistance instead of 75% of the cost of construction to voluntary organisations for construction of such hostels in backward and tribal areas . . . . .	55

## CHAPTER VI

### EDUCATIONAL DEVELOPMENT

31.	It has been noted that the extent of variation between the literacy rate of Scheduled Caste and Scheduled Tribe communities in various States is such that calls for remedial measures. The Commission suggests that special schemes should be evolved for attracting the children of those Scheduled Caste and Scheduled Tribe communities whose literacy rate is less than 50% of the State's average for these communities. In the case of Scheduled Castes, residential schools, wherever necessary should be opened and in case of Scheduled Tribe communities, 50% of the seats in the Ashram schools in the various States should be reserved for the children belonging to these communities . . . . .	57-58
32.	The Commission recommend that the scope of post-matric scholarship scheme be enlarged so as to award pre-matric scholarships (Rs. 145 per child to cover board and lodging) to all the vulnerable Scheduled Castes and Scheduled Tribes including those belonging to communities whose children are unable to reach upto post-matric stage due to economic/social constraints . . . . .	60
33.	It is suggested that the scheme of construction of Scheduled Castes boys hostels and pre-matric scholarships for the Scheduled Caste students studying in primary classes should be so framed that the interests of the left out Scheduled Castes and Scheduled Tribes from the benefits of education are protected in matters of admission etc. . . . .	61

## CHAPTER VII

### TRIBAL SUB-PLAN

34.	The Commission recommend that an expert group may be set up in the Ministry of Home Affairs to examine the pattern of allocations and expenditure in tribal areas and the impact that has been made on the quality of life of tribal people. The group should also study sectoral priorities for sub-plan funds for each State/U.T. having tribal population in relation to already laid down priorities in their Annual Plans . . . . .	71
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35. The Commission recommend that allocations under Special Central Assistance should be adequately increased for the pockets of tribal concentration in the States of Gujarat and Orissa . . . . .		74
36. The Commission recommend that project reports for primitive tribal groups not yet covered, should be prepared urgently and for this purpose Ministry of Home Affairs should provide financial as well as other technical assistance, if required. In the selection of schemes and personnel, utmost care should be taken by the State Governments/Union Territory Administrations. Considering the problems and sensitive nature of primitive tribal groups, it is recommended that the Ministry of Home Affairs in the Tribal Development Division should have a separate cell for this work comprising specialists from different professions, namely, agriculture, forestry, social sciences and village industries, ecology, community medicine, etc . . . . .		75
37. The Commission recommend that the progress of the development of primitive tribes should be reviewed every two years at the national level and every year at the State/U.T. level.		75
38. As regards the developmental programmes for dispersed tribals, the Commission makes the following observations/recommendations :—		
(i) the population of dispersed tribals in the country being nearly 97 lakhs, i.e., nearly 1/4th of total tribal population in the country, should not be considered a small group.		
(ii) the dispersed tribals need protection and opportunities for their socio-economic development just as other Scheduled Tribes need in the country.		
(iii) the State Governments/U.T. Administrations should prepare family based plans for these groups and allocate adequate financial provisions.		
(iv) one fourth of the Special Central Assistance released by the Ministry of Home Affairs should be allocated for the dispersed tribal groups . . . . .		76
39. It is observed from the working of Tribal Co-operative Development Corporations that there is no uniform pattern. The Corporations are also co-existing with consumer federations, marketing federations, Forest Development Corporations and some other specialised organisations working in tribal areas. With regard to providing credit facilities, it is often reported that the banking institutions preferred to deal directly with the individual tribal borrowers than to link the programme with the Societies/Corporations. As the infrastructure of Banks in tribal areas is thin, the existing co-operative institutions should be made use of extensively . . . . .		79
40. It is recommended that a federation of Tribal Development Corporations might be set up at the national level to handle all problems of the State level corporations working in the tribal areas. . . . .		79
41. There is also a need to arrange/provide assured credit for effective marketing in tribal areas and if need be, Central Co-operative Banks and the Reserve Bank of India should be approached to provide credit at a concessional rate of interest . . . . .		79-80
42. The Commission recommend that all the concerned Central Ministries/Departments should accord priority to the task of earmarking of funds for Tribal Sub-Plan areas. In case certain Ministries are finding the task difficult, the Ministry of Home Affairs should consider the desirability of providing consultancy services . . . . .		85

## CHAPTER VIII

### SPECIAL COMPONENT PLAN FOR SCHEDULED CASTES

43. The Commission recommend that :

- (i) the States which have prepared Special Component Plans not commensurate with the proportion of Scheduled Caste population, in respective States should make a serious attempt to identify suitable scheme and accordingly quantify sectoral allocations.

The States/U.Ts which have made mid-way exercise may give serious thought to quantity adequate funds.

- (ii) the allocations to be made for the Special Component Plan should be more than proportionate so as to make up the back-log.
- (iii) the Government of India should make a special analysis of the circumstances under which some of the States have been able to make allocations for the Special Component Plan proportionate to their population percentage while majority of them have not been able to do.
- (iv) mere proportionate allocations would not suffice, there should be an added weightage in the plan allocation for poverty elimination programme and employment generating schemes so as to make special efforts to raise the Scheduled Castes from below the poverty line to above the poverty line . . . . .

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44. For the effective implementation of the schemes and proper utilisation of funds earmarked under the Special Component Plan, it is necessary to have a strong administrative machinery at all the three levels of administration viz. State, district and block. Further there should also be an inbuilt mechanism of concurrent monitoring and evaluation in each State/U.T. In order to ensure that the funds under the Special Component Plan are not diverted, each State/U.T. should also have an appropriate budgetary head for the Special Component Plan for Scheduled Castes. . . . .

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45. The Government of Uttar Pradesh who have set up an adequate and strong administrative machinery at State/District and Block levels to watch flow of funds and implementation of the Special Component Plan, this Commission recommend that all the State Governments/ Union Territory Administrations should examine and suitably adopt their pattern . . . . .

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46. The Commission recommend that all the States/U.Ts should set up a separate evaluation and monitoring cell at the State and District levels, to ensure the flow of funds and proper implementation of the various schemes undertaken by the various departments under this programme . . . . .

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47. It has been observed that schemes under the Plan are being implemented in a general way without looking into the conditions prevailing in a particular area and without having a clear cut idea about the cluster approach, linkage of various items and delivery of package of benefit. The need for package of benefits and cluster approach for all round development of Scheduled Castes to cross the poverty line must be appreciated . . . . .

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48. In view of the pivotal role expected to be played by the Scheduled Castes Finance and Development Corporations the Commission are of the view that at the district level there should be an effective administrative set up for implementing the economic development schemes, to keep liaison with the district level development departments, financial institutions, to expedite scrutiny of applications and getting loans sanctioned, to monitor in the village the scheme run by the corporations and to have post verification follow up of the beneficiaries and to give necessary guidance/advice to Scheduled Caste beneficiaries. . . . .

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49. The Commission are of the view that the corporations should assure the supply of yarn, hides etc. and make arrangements of disposal of goods through the Khadi and Village Industries Board and other similar organisations. This will ensure fair remuneration to the beneficiaries . . . . .

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50. The Commission have the following suggestions for the Scheduled Caste Development Corporations :

- (i) the Corporation should have its branches at district level with adequate field staff to ensure that banks and the financial institutions extend loans expeditiously to Scheduled Caste persons.
- (ii) all Governments/Corporations may examine the feasibility of adopting the steps taken by the Punjab Government where the entire interest on loans given to Scheduled Caste persons through the corporations is borne by the State Government. This step has reduced considerably the reluctance of the Banks to extend loans.

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(iii) the Scheduled Caste Development Corporations should set up production units and Yarn and Dyes supply depots with a view to eliminating exploitation by the middlemen in supplying raw material to the beneficiaries as in the case of the Corporations in Haryana and Punjab and to provide direct employment opportunities to large number of Scheduled Caste persons . . . . .		97
51. It is noted that a full exercise with regard to preparation of a Special Component Plan has not been undertaken by the Central Ministries. It is, therefore, suggested that the Central Ministries should give serious attention to this subject and if need be a special working group should be set up in each Ministry/Department to identify scheme for the Scheduled Caste and earmark proportionate funds for their development . . . . .		98

## CHAPTER IX

### RESERVATION FOR SCHEDULED CASTES AND SCHEDULED TRIBES IN SERVICES

52. It is desirable that anomalies regarding reservation in promotion posts from feeder cadres in central government establishments located in various regions, are removed by prescribing the same percentage in promotions as are applicable at the time of direct recruitment. . . . .	100
53. It would be desirable to prescribe the percentage of reservation corresponding with the percentage of population of Scheduled Tribes in the States so that the process of recruitment is not unduly delayed . . . . .	100
54. The Commission recommend that special measures be taken to create facilities for larger intake of Scheduled Castes and Scheduled Tribes in technical courses and professions so that large number of Scheduled Castes and Scheduled Tribes candidates become available to take benefits of opportunities available in services where such qualifications are essential . . . . .	103
55. The Commission recommend that special steps may be taken by the Ministry of Home Affairs to augment their efforts for providing adequate training facilities in stenography to Scheduled Castes and Scheduled Tribes . . . . .	110
56. The Commission are of the considered view that a scientific study of the registrations placements and the position of the live register of Scheduled Castes and Scheduled Tribes by educational standards both Arts and Medical/Engineering may be made by the Director General Employment and Training in the Ministry of Labour with a view to devising suitable placement programmes for the job seekers belonging to Scheduled Castes and Scheduled Tribes . . . . .	113
57. The Commission reiterate its suggestion made in the Second Reprt that all the Ministries/Departments of the Government of India and the State Governments/Union Territory Administrations should attach utmost urgency in dealing with the complaints and representations received from the Scheduled Castes and Scheduled Tribes employees for timely redressal . . . . .	114
58. The Commission reiterate its recommendations in para 9.141 of the Second Report that suitable amendment may be made in the law or the Constitution with a view to providing reservation for Scheduled Castes and Scheduled Tribes in private sector undertakings. . . . .	114

## CHAPTER X

### ERADICATION OF UNTOUCHABILITY

59. The Commission recommend that all the superior police officers during their visit to the police stations carefully examine disposal of PCR Act cases to satisfy themselves about the quality of investigations and issue suitable instructions to the subordinate officers. Where any wilful negligence in the investigation is noticed, the defaulting officer, with the sanction of the Government should be prosecuted under section 10 of the PCR Act, 1955 . . . . .	128
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60. The Commission recommend that, for ensuring prompt justice, the State Governments, particularly those whose number of pending cases is high, set up special courts . . . 128
61. The Commission is of the view that, in respect of PCR Act cases, free legal aid should be provided to the Scheduled Castes without any financial limit on their income. Besides, the governments concerned should compensate all the loss on the day of hearing as per minimum wages schedule of the State Government and should meet the cost of travelling by the cheapest mode for journey to the place of hearing and back. The power to sanction legal aid should be delegated to the sub-divisional magistrates. The Commission further recommend that a panel of competent lawyers preferably belonging to Scheduled Castes should be formed in each district to act as special prosecutors . . . 129
62. The Commission would like to suggest that the Central Government undertakes framing of rules as soon as possible, so that a uniformity of standard is adopted by all the State governments and Union Territories in enforcing the provisions of the PCR Act . . . 129
63. In order to ensure proper implementation of the measures introduced u/s 15A of the P.C.R. Act, 1955, it is necessary for the State governments and Union Territories, which are having the problem of untouchability but have not set up any committee to assist State governments, to set up such committees at all appropriate levels . . . 130

## CHAPTER XI

### ATROCITIES

64. It is hoped that the States and the U.Ts will take steps to implement the recommendations of the Ministry of Home Affairs in right earnest to check the perpetration of atrocities on the members of Scheduled Castes and Scheduled Tribes . . . 142
65. It is necessary that due preventive measures are taken by the States and U.Ts expeditiously to check the increasing trend of offences—other than rape, murder, violence and arson. . . 147
66. The Commission suggests that statistical data in respect of atrocity cases should be accurately compiled. Necessary follow up action on the major atrocity cases may also be taken by the Ministry of Home Affairs . . . 148
67. The Commission would like to make the following recommendations :
- (i) it is distressing that the scheme for providing relief to the Scheduled Castes and Scheduled Tribes victims of atrocities has not been devised or implemented so far by Assam, Haryana, Kerala, Punjab, West Bengal, Jammu & Kashmir, Meghalaya, Manipur, Tripura, Nagaland and Sikkim and the Union Territory Administrations. The Commission strongly recommend that these States/Union Territory Administrations should immediately finalise such schemes.
  - (ii) the scale of relief is so low that it is often inadequate to compensate the loss suffered by the Scheduled Castes and Scheduled Tribe victims. It also varies from State to State. The Commission, therefore, feel that the quantum of relief should be substantially enhanced and a uniform scheme adopted by all. The recommendation on the scale of relief proposed by the Commission in its Second Report is reiterated.
  - (iii) the victims of rape not only suffer from torture but carry the burden of shame in the society for all their life. Unfortunately except in Andhra Pradesh, Bihar and Rajasthan, there is no scheme of monetary relief for the rape victims. It is recommended that rape victims should be included in the relief scheme by all the States.
  - (iv) the meagre monetary assistance provided for the victims of atrocities does not fully compensate the loss suffered by them and their family. It is therefore, desirable that in addition to the monetary help a scheme should be introduced by all the States for rehabilitating the victims. Andhra Pradesh has taken steps in this regard. Other States should follow the example of Andhra Pradesh in providing rehabilitation facilities . . . 150

## CHAPTER XII

**ADMINISTRATIVE MACHINERY CONCERNING THE SAFEGUARDS FOR  
AND DEVELOPMENT OF SCHEDULED CASTES AND SCHEDULED  
TRIBES**

68. The Commission recommend that the Central Ministries/Departments which have not so far quantified funds for each scheme under Tribal Sub-Plan even though they might be implementing some quantifiable schemes, should do so both as a matter of policy as well as for setting an example for their counterparts in the State Governments 169
69. The Commission recommend that the State Government should provide funds not only according to the percentage of the population of Scheduled Tribes in the sub-Plan areas but also according to the backwardness of the area. The accent of the approach should not be only to raise the Scheduled Tribes families above the poverty line but also to raise the economy of these families substantially 170
70. As regards the development of the traditional village and small scale industries/crafts of the tribals in the sub-plan areas, the Commission recommend that :
- (i) institutional finance should come in and play the role expected of it, particularly in the context of beneficiary oriented planning.
  - (ii) States should bring the financial institutions into the implementational framework.
  - (iii) monitoring system on sound line should be set up from grass root levels upwards (i.e. from panchayat level and block level to State level).
  - (iv) independent evaluation should become indispensable feed-back for policy formulation. As regards institutional finance the Ministry of Finance through the Reserve Bank of India should ensure implementation of policy guidelines already issued by the Reserve Bank of India 170
71. The Commission strongly feel that State Governments/Union Territory Administrations (excepting Karnataka) having extremely backward Scheduled Tribe communities should appoint a special officer for primitive tribes at the Headquarters so that they acquire necessary expertise on the development of these communities 170
72. It is of utmost important that the development of extremely under-developed tribal communities should be slow and in conformity with their way of life. The Commission also consider as desirable that a stock-taking of the developmental efforts taken so far should be undertaken by the Tribal and Harijan Research Institutes in the country so that proper nodial measures may be taken 170
- The recommendations made for the development of primitive tribes in the Second Report of this Commission are reiterated 170
74. The Commission recommend that the Ministries/Departments which have not earmarked the outlays for tribal areas by opening separate sub-head in the budget grant of the concerned Ministries/Departments may take necessary steps to do so now without any further delay 171
75. The Commission are of the considered view that apart from monitoring the performance of component plan scheme there is need for centralised monitoring of the programmes concerning the social legislations benefiting the Scheduled Castes/Scheduled Tribes. The Commission, therefore, recommend that the Monitoring Cell set up by the Ministry of Home Affairs should be suitably strengthened and geared with a view to properly monitoring the performance of social legislation like Minimum Wages Act in so far as it relates to Agricultural Labour, Land Reforms, Debt Relief Legislations, Bonded Labour System Abolition Act, etc. The concerned Ministries/Departments should ensure regular flow of feed-back data to the Ministry of Home Affairs in this connection 171

1	2	3
76. The Commission recommend that the State Governments should make concerted efforts to increase the percentage of flow to the Component Plan in such a way that all the divisible schemes are reflected in the Component Plan of the State. Planning Boards meetings may be convened by the Chief Ministers with a view to ensuring that the sectoral flows to the Component Plan not only correspond with the percentage of population of the Scheduled Caste but additional resources are provided by certain departments like Industries, Education, Minor Irrigation, Agriculture, etc. with a view to augmenting income generating capacity of Scheduled Castes who are below the poverty line . . . . .		174
77. The Commission are of the view that at the district level there should be an effective administrative set up for implementation of the economic development scheme, to keep fair liaison with the district level departments, financial institutions for expediting scrutiny of applications and getting loans sanctioned to give sufficient publicity in the villages of the schemes run by the Corporations and to have post verification follow up of the beneficiaries and to give necessary guidance/advice to the Scheduled Caste beneficiaries. The field level staff should be given special extension training in recognised training institutes . . . . .		175

### CHAPTER XIII

#### RESEARCH, APPRAISAL AND TRAINING

78. It will be in order if the Training Division of Department of Personnel and Administrative Reforms starts conducting at least one Scheduled Castes Welfare Administration Oriented Training Course and elicit the Co-operation of State Governments Training Institutions to conduct a similar inservice training for various officials . . . . .	183
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PHD.66.4/80 - 3/81  
7750-1982 (DSK-II)

*Price : (Inland) Rs. 20.00 (Foreign) £ 2.33 or \$ 7 20 Cents.*